"The freedom to move is life itself"

A REPORT ON TRANSPORTATION IN ONTARIO

Prepared by:

Ontario Advisory Council on Senior Citizens

Ontario Advisory Council on the Physically Handicapped

87-03923/

ISBN 0-7729-2249-7

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ON

TRANSPORTATION IN ONTARIO

Prepared by:

THE ONTARIO ADVISORY COUNCIL

ON

THE PHYSICALLY HANDICAPPED

and

THE ONTARIO ADVISORY COUNCIL

ON

SENIOR CITIZENS

1987

FREEDOM FROM DISCRIMINATION

"1. Every person has a right to equal treatment with respect to services, goods and facilities, without discrimination because of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, age, marital status, family status or handicap."

Part I, Ontario Human Rights Code, 1981

"5. Services and programmes will be aimed at integrating persons with disabilities into existing social and economic structures.

6. Minimum standards will be sought where possible for the provision of programmes and services to persons with disabilities throughout Ontario, notwithstanding rural isolation and local economic conditions."

Proclamation of the Decade of Disabled Persons, 1983-1992
Government of Ontario, 1986

"THE FREEDOM TO MOVE IS LIFE ITSELF"

A REPORT ON TRANSPORTATION IN ONTARIO PREPARED BY MEMBERS OF

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ACKNOWLEDGEMENTS

We gratefully acknowledge the suggestions and advice provided by all those who responded to the question "How's Transport" in the Winter 1986 edition of Especially For Seniors, Mr. Harry Field, a senior volunteer who analysed these responses, the many people who met with both Councils at public consultations, and the transportation service providers and transit authorities who provided us with information.

We also thank staff in the Ontario Ministry of Transportation and Communications, the Ministry of Tourism and Recreation, the Ministry of Community and Social Services, the Office of the Minister Responsible for Native Affairs, the Office Responsible for Disabled Persons and the Office for Senior Citizens' Affairs who took time to consult with us during the preparation of this report. Their interest and co-operation has been appreciated by all members of the Councils.

Finally, we thank each and every member of our joint staff for their work on this report.

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Chairman
Ontario Advisory Council
on Senior Citizens

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on the Physically Handicapped

EXECUTIVE SUMMARY

In 1986, the Equality Rights Statute Amendment Act brought the Statutes of Ontario, including the Ontario Human Rights Code, 1981 into conformity with the Canadian Charter of Rights and Freedoms. This report, prepared by two Councils whose function is to advise the Government of Ontario, presents the argument that equality, with respect to accessible and usable transportation services is now mandated on an equal basis to all residents as a right, wherever they live in the province.

Both physical and attitudinal barriers must be removed, since lack of accessibility to transportation services not only creates a handicapping environment, but also perpetuates systemic discrimination and segregation of many people in this province.

We believe these barriers can be removed. Our vision of transportation services would enable all systems to provide access to, and use of transportation by all persons in a dignified manner by the year 2010.

We endorse the following principles as essential to the achievement of our vision:

I. THAT transportation is an essential service for everyone.

II. THAT the provincial government make a commitment to develop a fully integrated transportation system to meet the needs of all Ontario residents by 2010.

III. THAT the integrated system include a range of accessible vehicles, services and facilities which meet, in a dignified manner and on an equal level, the service needs of the community.

IV. THAT the integrated transportation system afford all persons barrier-free travel within and throughout the province.

V. THAT the provision of all provincial funding for transportation be contingent on criteria for a fully integrated transportation system being met.

VI. THAT the provincial government recognize the need to allocate funds to research and develop an innovative and improved transportation system.

VII. THAT recognition be made of the need for transportation regions to be developed throughout Ontario.

VIII. THAT Regional Boards of Directors be established and include among representatives of the community, seniors and disabled persons, as well as provincial and municipal authorities.

IX. THAT the provincial government ensure that information about transportation programs, guidelines, funding and services be made widely known in all regions of the province.

Although the cost of accessibility is a concern to many, experience in other jurisdictions indicates the cost is manageable. The escalating future costs of providing specialised services to meet the rapidly increasing demand must be viewed as offsetting, to a considerable degree, the cost of accessibility. Other offsets will include those achieved through economies of scale in an integrated system.

An integrated transportation system reflecting urban and rural service needs, organized through Regional Boards, should enable the unique needs of each region to be recognized and met with maximum efficiency in the use of all existing resources.

By setting short (5 year), medium (10 year) and long term (by 2010) goals in the achievement of an integrated accessible transportation system, time has been allowed to phase in the necessary capital improvements. However, it is our firm belief that nothing will cost more than doing nothing now. We have therefore recommended that the provision of provincial funding for all transportation be contingent on criteria for a fully integrated system being met.

Our vision is based on the principle of universality. We therefore cannot accept that it is enough only to increase the mobility of some members of society since this perpetuates segregation and does nothing to eliminate systemic discrimination.

There are some persons who will always require door-to-door transportation and their needs must continue to be met by specialised services. It is important therefore that funding for specialised services be provided on an equitable basis to all

regions of the province and that those providing such services be required to meet minimum service standards.

Any service should reflect the needs of the community it serves. Regional Boards of Directors will provide the opportunity for the consumer view of transportation to be heard, including the views of disabled persons and seniors. It is our belief that service providers and the volunteers who today play an important role in transportation should be represented on Regional Boards, as well as government.

Co-operation between all levels of service providers and consumers will be required for the vision of an integrated transportation system, accessible to and usable by everyone in Ontario, to be achieved by 2010.

The joint recommendations of the Ontario Advisory Council on the Physically Handicapped and the Ontario Advisory Council on Senior Citizens appear throughout this report. For easy reference they are re-stated here, in numerical order.

RECOMMENDATIONS

CHAPTER III - IMPROVING THE ENVIRONMENT

THAT municipalities be encouraged to provide:

1. Town planning that locates public transportation adjacent to housing designed for seniors and disabled persons. — SHORT TERM

2. Prompt snow and ice removal in streets, highways and public places. — SHORT TERM

3. Reliable voluntary or municipal snow removal services to assist seniors and disabled persons, at reasonable cost to such individuals. — SHORT TERM

4. Encouragement to merchants and service clubs to provide rest areas in public places. — SHORT TERM

5. A clear indication at all transit stops of where transit line-ups begin. — SHORT TERM

6. Even-surfaced and ramped sidewalks and pathways. — SHORT TERM

7. More bus shelters designed with an opening facing approaching traffic, placed as close to bus stops as possible or integrated into buildings where possible. — MEDIUM TERM

8. Encouragement to private sector developers to allow public pedestrian short-cuts. MEDIUM TERM

THAT the Ministry of Transportation and Communications:

9. Provide subsidies for special needs traffic lights where community concerns indicate they are warranted. SHORT TERM

10. Design the timing sequence of traffic lights to allow the public to cross wide roads safely. SHORT TERM

That the Ministry of Tourism and Recreation be encouraged:

11. To proceed with its program to ensure that Tourist Information Centres are fully accessible and that its literature reflects as much information as possible about accessibility features of tourist accommodation and facilities in the province. SHORT TERM

THAT the Ministry of Transportation and Communications be encouraged:

12. To ensure that all highway rest areas are accessible to as many travellers as possible and include accessible washrooms. SHORT TERM

13. Ensure that all offices issuing drivers' licences are fully accessible, as well as all testing areas. SHORT TERM

THAT the Provincial Government:

14. Ensure the improvement of the design of equipment provided on self-service gas stations. SHORT TERM

CHAPTER IV - RURAL AND PERSONAL TRANSPORTATION ISSUES

THAT the Provincial Government:

15. Develop specific policies and programs to provide transportation services to Native and remote communities. **SHORT TERM**

16. Immediately reconsider current proposals to reduce funding and levels of service provided through smaller airports and air services to those living in remote communities or northern Ontario. **SHORT TERM**

THAT Voluntary Agencies:

17. Be encouraged to offer reimbursement to volunteer drivers whenever possible, for out-of-pocket expenses associated with volunteer driving. **SHORT TERM**

18. Encourage passengers in vehicles of volunteer drivers to contribute to the operating expenses to the extent that they are able. **SHORT TERM**

19. Provide opportunities for appropriate training to volunteer drivers who are transporting seniors or disabled persons. **SHORT TERM**

THAT all levels of government and the community at large:

20. Recognize the need for and acknowledge the services of volunteer drivers. **SHORT TERM**

THAT the Provincial Government:

21. Legislate that use of a vehicle to provide community voluntary services should not be a determinant in the cost of liability insurance;

and THAT reimbursement of vehicle operating expenses associated with such community voluntary services not be a factor for the purpose of liability insurance coverage. SHORT TERM

THAT volunteer drivers:

22. Be encouraged to contact directly the company issuing their insurance policy and clarify, in writing, the extent of the liability coverage provided by the policy and any exclusions that may exist. SHORT TERM

THAT the Ministry of Transportation and Communications:

23. Provide sensitivity training particularly to driver examiners re-testing older persons. SHORT TERM

24. Where a shortage of volunteer drivers for school buses and other equipped vehicles exists, funds should be provided to encourage volunteer drivers to obtain appropriate licences to drive these vehicles. SHORT TERM

25. In conjunction with interested consumer groups, undertake a study of motorized mobility aids and certain types of vehicles and/or their users and assess the need to license the use of such vehicles or aids in Ontario. SHORT TERM

26. Proceed as quickly as possible with its proposal to withdraw disabled symbol licence plates and issue permits to disabled persons and organizations serving them. SHORT TERM

THAT the Ministry of Municipal Affairs:

27. Require municipalities to adopt and enforce the provincial model parking bylaw developed by the Ministry of Transportation and Communications. SHORT TERM

THAT the Provincial Government:

28. Continue to work with the Federal Government to provide various tax benefits, including income tax benefits, to allow vehicles to be purchased by or for disabled persons. SHORT TERM

29. Continue to work with the Federal/ Provincial/Territorial Committee and explore further the introduction of mobility allowances. SHORT TERM

CHAPTER V - TRANSPORTATION REGIONS

THAT the Provincial Government:

30. a. Divide the province, including Reserves, northern, rural and urban communities, into an appropriate number of transportation regions. SHORT TERM

    b. Enable each transportation region to have a co-ordinator to organize and utilize all informal, voluntary and formal systems. SHORT TERM

    c. Enable Regional Boards of Directors to be set up to include members of the community as well as provincial and municipal authorities, on a non-profit basis. These Boards will work with the co-ordinator to centralize administrative functions and accept accountability for funding from all levels of government for various components of an integrated transportation service. SHORT TERM

THAT The Ministry of Transportation and Communications:

31. a. Re-activate the Bus Transportation Committee or some other suitable mechanism, having representation from the bus industry, consumers and governments. SHORT TERM

THAT the Provincial Government:

32. a. Encourage Regional Transportation Boards to use taxis as a part of any integrated transportation system operating on a regional basis. SHORT TERM

b. Ensure that accessible taxi services be made available in an integrated system on a subsidized basis. SHORT TERM

c. Require that contracts be established between an agency and taxi company, clearly specifying levels of compensation and standards of service. SHORT TERM

CHAPTER VI- URBAN TRANSPORTATION

THAT the Ministry of Transportation and Communications:

33. Undertake in all Ontario an information sharing campaign to make municipalities, the private sector and voluntary organizations, as well as the general public, aware of existing programs and funding initiatives related to public transportation. SHORT TERM

34. Make funding for vehicle acquisition and other capital investment conditional on accessibility. SHORT TERM

THAT the Province of Ontario:

35. Require all levels of government to commit themselves to the development of an integrated accessible transportation system that will provide equal levels of service to all users. SHORT TERM

THAT the Provincial Government:

36. Ensure research and development initiatives are integrated with existing resources to ensure a focus on the development of integrated accessible transportation in the province. **SHORT TERM**

37. Work with municipalities and regional transportation systems to develop an integrated accessible transportation system over the long term. **LONG TERM**

38. Review and rationalize the existing funding within provincial programs provided by the various ministries and related to the provision of transportation. **SHORT TERM**

39. Provide funding basic to all components of an integrated transportation system in such a way as to ensure an equal level of service. **SHORT TERM**

THAT the Ministry of Transportation and Communications:

40. a. Make the criteria for use of specialised services less restrictive by removing the "unable to board" requirement and substituting "unable to use". **SHORT TERM**

b. Agree that if evidence of eligibility is required for specialised services, this should be acceptable from other designated persons as well as physicians. **SHORT TERM**

c. Approve the eligibility criteria established by municipalities before providing funding for acquisition or operating costs of specialised services to ensure minimum standards are met. **SHORT TERM**

THAT the Provincial Government:

41. Ensure that responsibility for the planning and co-ordination function to achieve an integrated accessible transportation system rests within one area of the provincial government. SHORT TERM

42. Establish a Transportation Advisory Committee including consumer groups to assist the Minister responsible. SHORT TERM

43. Ensure that as a system becomes increasingly accessible, specialised services are used as "feeder" lines to main systems, except for those persons who will always require door-to-door service. MEDIUM TERM

44. Phase in over a period of time the retrofitting for accessibility of existing systems. LONG TERM

THAT the Ministry of Transportation and Communications:

45. Require the installation of accessibility features including those for hearing and visually impaired passengers in all transportation vehicles. SHORT TERM

46. a. Promote computerized co-ordination and scheduling of services. SHORT TERM

    b. Provide start-up funds to assist with the acquisition costs of computer hardware and software and a pilot project for a small regional scheme. SHORT TERM

47. Recognize that there will always be a need for door-to-door service to be met. LONG TERM

THAT the Provincial Government:

48. Offer modest co-funding incentives on a regional basis to agencies and institutions engaged in fund raising to acquire accessible vehicles. SHORT TERM

49. Encourage volunteer participation in transportation programs by endorsing reimbursement of out-of-pocket expenses to volunteers and access to affordable liability insurance coverage. SHORT TERM

50. Through the Ministry of Transportation and Communications, encourage research and development in the area of vehicle and safety equipment. SHORT TERM

THAT municipalities:

51. Encourage municipal licensing authorities to make licensing rules for taxi owners more flexible to encourage the acquisition of accessible taxi vehicles. SHORT TERM

THAT the Ministry of Transportation and Communications:

52. Organize further demonstrations of available accessible vehicles, including taxis, across the province. SHORT TERM

THAT the Provincial Government:

53. Undertake further initiatives to enhance the awareness of the taxi industry of the business potential, equipment availability and wheelchair safety issues. SHORT TERM

54. Encourage education of the private and public sectors about each other's roles and services in the provision of transportation through an information sharing forum. MEDIUM TERM

55. Establish minimum service standards for delivery of specialised services.

SHORT TERM

CHAPTER VII - RESEARCH AND DEVELOPMENT

THAT the Provincial Government:

56. Initiate and undertake ongoing research and development in the areas identified. Details may be found within Chapter VII.

MEDIUM TERM

TABLE OF CONTENTS

EXECUTIVE SUMMARY (i)

CHAPTER I - THE BASIS OF A VISION 1

Introduction 1
Who We Are 1
Human Rights 4
Our Vision of Transportation 6
Definitions 9
Sources of Information 11
Who is Responsible for Transportation 12
Structure of the Report 13
How Many People Are We Talking About 14

CHAPTER II - CONSUMER PERSPECTIVES 20

Reaching and Using the Bus 21
Availability of Transportation 24
Volunteer Drivers 25
Using Taxis 27
Owning Your Own Car 28
Parking Problems 30
Travelling Out of Town 32
Specialised Services 36

CHAPTER III - IMPROVING THE ENVIRONMENT 42

Municipal Services 42
Traffic Lights 45
Highway Driving 47
The Owner Driver 48

CHAPTER IV - RURAL AND PERSONAL TRANSPORTATION ISSUES 51

Living In a Rural Environment 51
Funding Programs for Smaller Communities 53
Volunteer Drivers 54
Insurance Problems 63
Drivers' Licences 67
Licence Plates and Parking Regulations 74
Personal Mobility Allowances 76

CHAPTER V - TRANSPORTATION REGIONS 82

Establishment of Transportation Regions 82
Models of Rural Transportation Regional Projects 83
Will Regional Transportation Projects Work in Ontario 89
Inter-Regional and Boundary Issues 92
Taxi Services as Part of the Transportation System 95

...2

TABLE OF CONTENTS

CHAPTER VI - URBAN TRANSPORTATION	100
What Does It Take to Ensure Access to Transportation	100
What Does Accessibility Involve	106
(a) Exterior Access	107
(b) Interior Access	107
(c) Access to Transport	108
The Costs of Moving Toward An Integrated Transportation System	110
Funding Issues	115
Eligibility Criteria	120
Components of Co-ordinated Transportation	123
(a) Accessible Rapid Transit	125
(b) Accessible Regular and Inter-City Buses	127
(c) Accessible Specialised Vehicles	129
(d) Agency or Institutionally Owned Accessible Buses and Vans	131
(e) Private Cars and Vans, Volunteer or Owner Driver	132
(f) Accessible Taxis	133
Levels of Service	137
CHAPTER VII - RESEARCH AND DEVELOPMENT	142
CHAPTER VIII - CONCLUSIONS	146

APPENDICES

A. Glossary

B. Areas of Responsibility for Transportation

C. Transportation For The Physically Disabled
A policy summary prepared by the Ministry of Transportation and Communications

D. Model Parking ByLaw

E. Map Showing Ontario Communities Offering Specialised Transportation Services

F. Model Application Form for Volunteer Drivers

...3

TABLE OF CONTENTS

G. Assistance For The Acquisition of Vehicles For The Transportation Of The Handicapped In Small Urban or Rural Communities

H. A Survey of Specialised Transportation Services in Selected American Cities

BIBLIOGRAPHY

CHAPTER I

THE BASIS OF A VISION

Introduction

A community without transportation handicaps its residents. A transportation system which is not accessible or available to all residents handicaps the community.

In this paper the members of the Ontario Advisory Council on Senior Citizens and the Ontario Advisory Council on the Physically Handicapped advance the position that the absence of transportation facilities and the inaccessibility of existing systems create a handicapping environment and violate the human rights of many Ontario citizens.

Who We Are

The Ontario Advisory Council on Senior Citizens and the Ontario Advisory Council on the Physically Handicapped were formed in 1974 and 1975 respectively by Orders-in-Council of the Lieutenant Governor of Ontario and mandated to advise the provincial government on issues of concern to seniors and persons with disabilities. The Ontario Advisory Council on Senior

Citizens reports through the Minister for Senior Citizens' Affairs; the Ontario Advisory Council on the Physically Handicapped reports through the Minister for Disabled Persons. This report is the result of the separate and joint discussions of two Councils, representing different interest groups of people, all of whom share the common need for accessible, affordable transportation.

The Councils do not speak to government in isolation. We listen very carefully to the concerns of the community and service providers, drawing on as many resources as possible before offering our advice. Working separately, we deal with many issues, including housing, employment, elder abuse, health promotion, accessibility and human rights. Both Councils have heard serious concern expressed by members of the community about transportation.

We feel it is appropriate as Advisory Councils to offer government a vision of future transportation in Ontario from the knowledge we have of community needs. This report is intended to describe our vision and how it reflects the needs of the community.

Independence is important to everyone. As Council members we have found that the desire to achieve and

retain personal independence is an underlying theme in all discussions, whether with individuals or organizations, at Council meetings and in public consultations.

No matter where you live in Ontario - in northern communities, on Reserves or in rural or urban communities - transportation is the essential link between home, work, medical facilities, religious centres, shopping, volunteer and social activities. Without transportation many are denied the opportunity to be independent. It is not until you lose personal mobility or the ability to access transportation easily that you can appreciate the importance of the words of the Indian storyteller who says "The freedom to move is life itself".

To achieve the highest possible degree of independence, we need transportation. As the Attorney General has said, creative yet pragmatic solutions have to be found to overcome chronic dependence and encourage self-reliance. The Ontario Advisory Council on Senior Citizens and the Ontario Advisory Council on the Physically Handicapped believe that a concentrated search for solutions in this vital area is now timely and appropriate.

Human Rights

The Ontario Human Rights Code, 1981, decrees that everyone in Ontario has the right to equal treatment without discrimination with respect to services, goods and facilities.

Transportation is a service, with facilities such as stations and terminals. Equality with respect to accessible and usable transportation services is therefore mandated under the Ontario Human Rights Code on an equal basis to all residents of Ontario, wherever they live.

Previously Section 16(1)(a)* of the Code placed a limitation on this equality. The enactment of the Equality Rights Statute Amendment Act, bringing the Statutes of Ontario into conformity with the Charter of Rights and Freedoms, has removed this section from the Code. We believe the Code intends access to services, goods and facilities involving transportation for all

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* Section 16(1)(a) of the Code said: "A right of a person under this Act is not infringed for the reason only, (a) that the person does not have access to premises, services, goods, facilities or accommodation because of handicap, or that the premises, services goods, facilities or accommodation lack the amenities that are appropriate for the person because of handicap;"

to be ensured as a right. It is no longer to be regarded as a privilege subject to special qualifications. In establishing guiding principles to assist ministries working with Native people, the Government of Ontario has indicated they cannot be denied access to programs of benefit to the general population of the province. Transportation programs are an important example.

Certain types of special programs are not regarded as infringing the equality rights under Part I of the Ontario Human Rights Code. Section 13 appears to suggest that any program that treats a disabled person differently from a non-disabled person would be a "special program" if it was "designed to relieve hardship or economic disadvantage or to assist disadvantaged persons to achieve or attempt to achieve equal opportunity". This section was enacted to ensure that advantaged groups could not use the Code to complain of reverse discrimination where special circumstances of disadvantaged groups were being accommodated. It is not reasonable to interpret this section to relieve any service system such as transportation from complying with Part I of the Code. Provision of identical services does not necessarily constitute equal treatment.

In a survey of North Shore Handi-Action Transit for six communities in North Western Ontario, prepared by Cheryl Hodgins in May 1986, the words of T.C. Douglas are quoted:

> "...The time is surely past when the people should have to depend on proving need in order to get services that should be the inalienable right of every citizen of a good society. It is all very well for some people to say that there is no stigma or humiliation connected with having to prove need. This is always said by people who know that they are in no danger of having to prove need themselves."

We endorse these words and also the principle expressed at the European Conference of Ministers of Transport in 1986 that "Accessibility for all...comprises the social integration of all people with movement difficulties."

Our Vision of Transportation

We wish to see transportation services improved by enabling all systems to provide access to, and use of transportation by all persons in a dignified manner. To accomplish this we envision a transportation system that will have many components but in which every component will be fully accessible to as many people as is technologically possible. This will mean, among other things, that disabled people will be able to travel with dignity in the same vehicle with their

families, friends or attendants. They will not experience the indignity of having to ask others to change their plans to accommodate the scheduling of specialised transit.

Into this system additional components will be integrated for those persons to whom some components probably cannot be fully accessible. A fully accessible subway and bus network, with accessible taxis and special vans to feed into the main system and also to meet the special needs of those who will always need door-to-door service would be an example of such a system.

The key elements of this vision are accessibility and integration; not just increased mobility. We see a system that does not handicap or disable its users by presenting an environment that is inaccessible. We do not see services that segregate some users by defining them as elderly, frail, disabled or handicapped.

We realize that the provision and co-ordination of accessible and integrated transportation is a complex undertaking. However, we also believe the time has come to bring together all the expertise and experience that already exists within the province, within all levels of government and in the private and

voluntary sectors, in order to turn a vision into reality by the year 2010. Accordingly we endorse the following general principles as essential to the achievement of our vision:

GENERAL PRINCIPLES:

I. THAT transportation is an essential service for everyone.

II. THAT the provincial government make a commitment to develop a fully integrated transportation system to meet the needs of all Ontario residents by 2010.

III. THAT the integrated system include a range of accessible vehicles, services and facilities which meet, in a dignified manner and on an equal level, the service needs of the community.

IV. THAT the integrated transportation system afford all persons barrier free travel within and throughout the province.

V. THAT the provision of all provincial funding for transportation be contingent on criteria for a fully integrated transportation system being met.

VI. THAT the provincial government recognize the need to allocate funds to research and develop an innovative and improved transportation system.

VII. THAT recognition be made of the need for transportation regions to be developed throughout Ontario.

VIII. THAT Regional Boards of Directors be established and include among representatives of the community, seniors and disabled persons as well as provincial and municipal authorities.

IX. THAT the provincial government ensure that information about transportation programs, guidelines, funding and services be made widely known in all regions of the province.

We will propose throughout this report a number of specific recommendations in order to realize these objectives. In each case, we will indicate the time period in which we believe they should be achievable.

SHORT TERM - within 5 years

MEDIUM TERM - within 10 years

LONG TERM - by the year 2010

Definitions

We have prepared a glossary of terminology used in this report to make clear the sense in which we use certain words. The glossary can be found in Appendix A.

The World Health Organization defines a HANDICAP as a disadvantage for a given individual, resulting from an impairment or a disability that limits or prevents the fulfillment of a role that is normal, depending on age, sex, social and cultural factors. For the individual, a DISABILITY is any restriction or lack of ability to perform an activity in the manner or within the range considered normal for an individual. An IMPAIRMENT means any loss or abnormality of psychological,

physiological or anatomical structure or function.

Instead of relating these definitions to individuals, it is time to look at the handicap of a transportation system that is inaccessible and disabled, or functioning less than adequately because it is not integrated. Emerson in his Journals has said, "People only see what they are prepared to see." We need to educate ourselves to see that people are not the problem. We look into a future in which we will have created an environment that provides for an aging population, which is willing and able to enjoy and contribute to Ontario's economic, cultural and community future just as much as persons with disabilities not associated with age.

In any community in Canada it has been estimated that 23%, or almost one quarter of all the residents, have a chronic condition, or disability, that affects what is often called their functional ability (Disabled Persons in Canada - Health and Welfare Canada 1980). The functional ability of a person reflects the way in which he or she can use the environment. For example, if you cannot see, you have a functional disability that prevents you from reading directional signs but you may have the functional ability to "read" braille signage if it is available. Some older persons may not

have the strength to wait for a bus if they have to stand for any length of time; their mobility is therefore functionally limited. However, if a seat is provided at the bus stop, they can manage quite independently.

All people with disabilities do not live in institutions. People with functional disabilities have the same needs and rights to access transportation as the rest of the community. Our survey of the literature shows that demands for transportation services are growing. Where services are available, the user rate is increasing very quickly until, in the case of specialised services, a point is reached where many potential riders can no longer obtain the services.

Sources Of Information

Through discussions, consultations and an informal survey carried out through Especially For Seniors, a quarterly paper prepared by the Ontario Advisory Council on Senior Citizens and circulated to some 900,000 seniors in Ontario, we are aware of the range of transportation available in the province.

We have also reviewed material obtained from many other jurisdictions in North America, as well as from Great Britain and other countries in Europe. We have included a bibliography in this report and gratefully acknowledge generous assistance from many sources.

All the information we have received indicates the most successful solutions to transportation problems result from collaboration between individuals, community and special interest groups, different levels of government, transit authorities and the private sector. This report is intended to encourage this kind of collaboration in Ontario.

Who Is Responsible For Transportation

Responsibilities for transportation are divided among three levels of government: Federal, provincial and municipal. A responsibility may be legislative, administrative or financial.

Since both Advisory Councils report to the provincial government, we have concentrated on transportation matters within its jurisdiction, including services provided by municipalities but funded by the province. Some comments relate to Federal issues to the extent

that they affect transportation in Ontario. Appendix B sets out the respective areas of responsibility of the different levels of government in detail.

In general the provincial responsibility for transportation rests with the Ministry of Transportation and Communications, which administers many useful programs in addition to providing and maintaining the highways of Ontario. Details of relevant programs provided by the Ministry of Transportation and Communications can be found in Appendix C.

Structure Of The Report

Our objective is to demonstrate the increasing need of all Ontario residents for accessible and integrated transportation services. It is not intended that this report should deal with the technical aspects of transportation. That is not an area of expertise that the Councils can be expected to offer. Instead we will review the effect of the anticipated changes in population in Ontario on service needs, set out the concerns we have heard about, and identify specific problems. We will discuss how to make an environment accessible. We will also look at rural and urban transportation systems, and touch on universal problems

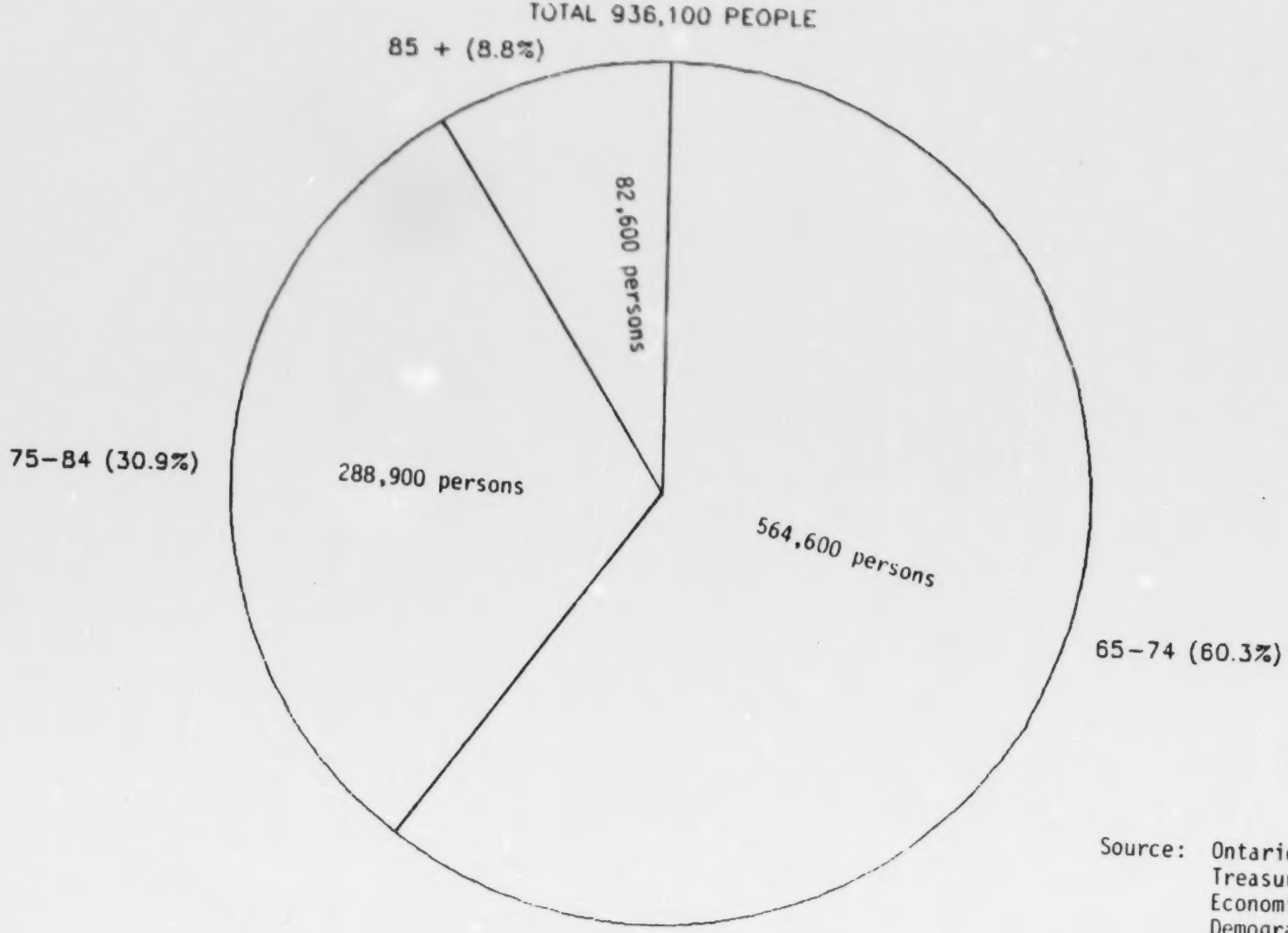
of insurance and taxation. We offer suggestions based on our own experience and knowledge, as well as information and ideas that come from our research and contacts with others.

We realize that governments do not have unlimited financial resources. We have therefore set short, medium and longer term goals in our recommendations. This will allow time for program and spending adjustments. The fact remains, however, that nothing will cost more than doing nothing now. There will be a dollar cost to equality but it must be paid, over a reasonable time period, to minimize the people-cost in future.

How Many People Are We Talking About

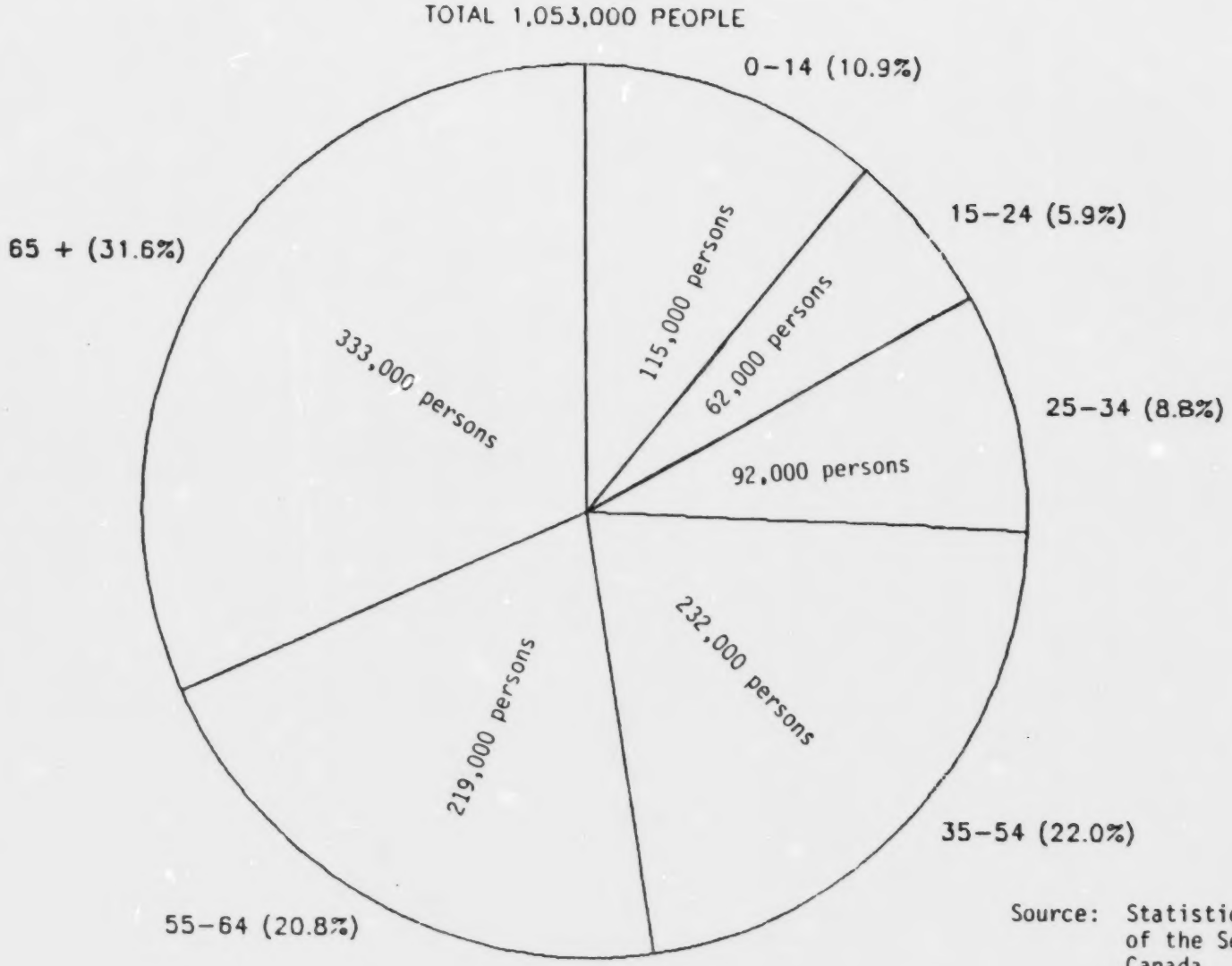
To get an idea of how many people we are talking about in this report, we have used statistics taken from several sources. The following charts show the present numbers of senior citizens and disabled persons in Ontario distributed by age groups.

SENIOR CITIZENS IN ONTARIO BY AGE 1984



Source: Ontario Ministry of Treasury and Economics
Demographic Bulletin, June, 1986

DISABLED PERSONS IN ONTARIO BY AGE 1984



Source: Statistics Canada and Department of the Secretary of State of Canada

Canadian Health and Disability Survey. Ottawa, 1986 pp.24,104

Between 1984 and 2001, the population of seniors aged 65-74 will increase from 564,600 to 766,100; which is an increase of 201,500 people, or 35.7%. The population of seniors aged 75-84 will increase from 288,900 to 486,300; an increase of 197,400 people, or 68.3%. At the same time, the population of seniors aged 85 and over will increase from 82,600 to 166,100; an increase of 83,500 people or 101.1%.

Projected Increase in Seniors' Population 1984 - 2001

YEAR	1984	2001	INCREASE	% INCREASE
65 - 74	564,600	766,100	201,500	35.7%
75 - 84	288,900	486,300	197,400	68.3%
85 AND OVER	82,600	166,100	83,500	101.1%
TOTAL	936,100	1,418,500	482,400	51.5%

Sources: Ministry of Treasury & Economics
Demographic Bulletin, Toronto, June, 1986

Minister for Senior Citizens' Affairs
A New Agenda, Toronto, June, 1986, p.3

For a number of reasons, including the difficulty of deciding what "disability" means, information about the number of persons with disabilities living in Ontario is difficult to find. We hope that the Post-Censal Disability Survey that was carried out by the Federal Government in the Fall of 1986 following the Census, will provide much-needed data by early 1988. In the meantime we have used information from the Report of the Canadian Health and Disability Survey 1983/84, which was published by Statistics Canada and the Department of the Secretary of State in July 1986.

The Revised Population Estimates by Five Year Age Groups and Sex For Regions and Counties, June 1, 1984, compiled by the Sectoral and Regional Policy Branch, Ontario Ministry of Treasury and Economics in 1986 gives the number of senior citizens in Ontario. Projections of the number of senior citizens there will be in Ontario in the year 2001 were taken from the White Paper, A New Agenda issued by the Minister for Senior Citizens' Affairs in 1986.

We know that disabilities appear to increase with age, although this certainly does not mean that all older persons will become disabled. We also know that of 1,053,000 disabled persons, approximately 68.4% or 720,000 persons are younger than 65, so not all disabled persons are seniors.

When you consider the growing numbers of seniors and

disabled persons in Ontario, it confirms the undoubted need to provide transportation that is accessible to as many as possible as quickly as possible. The numbers also support the earlier statement that nothing will cost more than doing nothing now.

CHAPTER II

CONSUMER PERSPECTIVES

The following comments provide the consumers' view of transportation today in the province. The quotations are taken from responses to an informal survey on "How's Transport" in the Winter 1986 edition of Especially For Seniors, and from public consultations held by the Councils.

We heard about difficulties in reaching services and the lack of service, as well as problems in using buses, trains, planes, and their terminals. People talked about equipment design (including private cars), the licensing of drivers and the parking problems that go with owning a vehicle. The volunteer network is seen as the informal backbone of rural transportation, but we hear about the shortage of volunteers and rising operating and insurance costs.

Many of the concerns reflect the difficulties of people who have functional limitations that result from hidden disabilities such as heart conditions, arthritis, epilepsy, diabetes etc, as well as people who use wheelchairs and other mobility aids. In summary, in this chapter the consumers voice their own views on

changing needs for transportation services in Ontario.

Reaching And Using The Bus

In order to obtain what one senior referred to as "...Things that are necessary for life..." many of us take the bus. If you have mobility problems the distance between home and the nearest bus stop may be the first problem, especially in bad weather. The planning co-ordination is not always in place to make sure housing for seniors and persons with disabilities is served by convenient public transport, for example:

> "St. Catherines has an excellent transit service, but I am unable to take advantage of it. I would have to walk a long block to a bus stop...."

If there are no sidewalks, walking can be dangerous. A blind person employed in an industrial area with no sidewalks, talked to us about the danger of his daily walk to work, with trucks constantly passing him.

Uncleared snow or ice on paths makes things particularly difficult. Cyclists on the sidewalk are very often dangerous to less agile people.

When you reach the bus stop, is there a shelter with a

seat where you can rest? Is the shelter close to the transit stop?

> "I cannot stand holding heavy bags.... Seniors like me who do not own cars would like to see seats put in all shelters especially ones next to super-markets."

If you cannot see the destination of the approaching bus until it reaches the stop and you then have some distance to walk from the shelter to the bus stop, you may miss the bus. If there is no indication where the line-up to board the bus begins, you can be hurt in the rush to get on board.

When the bus arrives, it brings with it the most frequently identified problem, the "first step":

> "I feel one of the most serious problems is the height of steps on public transports.... Most vehicles have one, two or three stairs with the first one high above the ground level. This makes it necessary to reach up to grab bars needed for boarding assistance. When stepping down you are forced to let go of these bars before knowing if solid footing is below. This can be hazardous at any time but in winter it often makes the use of public buses impossible."

Another senior commented that the inability to use the bus safely means "I cannot get out. I have to take a taxi which is very expensive."

The lack of courtesy by drivers was often mentioned:

> "The drivers often do not pull over to the curb to give the elderly and handicapped that extra ease in departing - sometimes they stop in the middle of the road!.... I find getting off with the step so high is frightening."

People who use specialised services are particularly dependent on the courtesy and co-operation of their drivers. Passengers have expressed concern about the need for sensitivity training, as well as technical training, for drivers.

The willingness of other passengers to allow people with mobility difficulties to use the seating at the front of the bus, usually marked as reserved for them, can make a great difference to the dignity and safety of the individual. In Ottawa, passes are available to both the visibly and invisibly disabled which entitle the holder to priority seating at the front of buses. This is enforceable through a bylaw.

People with hearing or visual impairments appreciate tactile cues and audible directions, especially in terminal buildings; there is no dignity in constantly having to ask for directions in a busy terminal. The speed of escalators or presence of too many stairs may present problems for some users but the lack of

alternatives, such as elevators, can completely deny access to others. For example: "The 50 steps at Islington station to the various buses necessitates many a senior to catch a cab home - expensive."

In interpreting "accessibility" in the broadest sense, the Task Force on the Ontario Building Code Review said, in its report Access to Buildings and Facilities for Disabled Persons, March 1986, " 'Accessibility' means capable of being entered, reached and used." The senior's remark above indicates that assuming that transportation can be reached, it cannot always be entered or necessarily used.

Availability Of Transportation

Public transportation is not always available and, as put in the North Shore Handi-Action Transit Survey, what if you know that the last time someone drove you to the doctor, they "booked time off work to do so. What would you do? How would you feel? What would it do to your self-esteem?" There are many communities like the small village of Selkirk where one senior said, "There is no transportation here at all... I have a nice comfortable home which I would like to live in for a few more years. But with no transportation, I'll be forced to leave it."

Special arrangements are expensive as, for example, in a community 20 miles from North Bay where they have to pay someone $20 to $25 to visit the doctor and dentist. Even arranging to get groceries is a big problem for residents.

Problems reaching medical or dental appointments are a concern for many patients and caregivers. Results from the District of Algoma's transportation surveys have caused serious concern to health professionals in this respect.

People have other needs also. One community group, the Cambridge Capables, told us that in the summer of 1985 they had to raise $1,200 in donations to provide bus trips for an 8-week summer program for disabled and otherwise house-bound members. Another senior in a small rural village, 20 miles from Owen Sound said, "I am really stranded as we have no transport out of the village...I sure get tired hunting a ride... Church is even 2-1/2 miles south of the village."

Volunteer Drivers

Without volunteers and the support of service clubs and local merchants, many people would be without any

transportation, particularly in rural Ontario. We heard of many innovative solutions such groups provide.

The Administrative Co-ordinator of Durham Region Community Care Association, which provided more than 536 medical and 354 shopping, visiting and business trips through volunteer services, advised:

> "Our township covers 200 square miles and 15% of our population of 14,000 are over the age of 65....Volunteers are recruited from every village and hamlet to assist their neighbours and to minimize the distances travelled. They receive a nominal gas allowance to defray expenses from the people they assist...."

A retired minister serving on the Advisory Board of Durham Region Community Care Association gave some details of Community Care in the towns of Newcastle and Bowmanville:

> "We have 470 users on file, with 250 to 300 volunteers...During the first 9 months of 1986 we served 381 clients which involved 7,557 tasks and 5,878 volunteer hours.... 276 users required 1370 transport services supplied by 2,146 volunteer hours."

Volunteer organizations have raised money and bought vehicles with lifts for people using wheelchairs, as in Kirkland Lake for example, but there are three major difficulties facing those volunteers who provide transportation. Firstly, the cost of liability insurance coverage is increasing and may not be

available if drivers receive any form of reimbursement for their services. Secondly, the numbers of volunteer drivers seem to be decreasing. Thirdly, some volunteer drivers are not willing to obtain the class of licence needed to drive a bus. We heard the following comments from an ex-volunteer driver who also tried to set up a system for seniors' transport:

> "...As long as you volunteer your services without pay or remuneration you can do it. But if you set up a small charge it's against the law and you have police, taxi drivers, bus drivers etc. after you.... The Cancer Society have had their public liability insurance rates raised 3 or 4 times higher than before...."

And in the North Shore Handi-Action Transit survey carried out with the assistance of Handi-Action groups in north-western Ontario, the comment was made "... Volunteers are becoming reluctant to drive people in their personal vehicles because of the increasing fear of liability suits."

Using Taxis

Although costly, taxis are used by some people:

> "I am living in a senior citizen's home. I love it here, but there is no transportation for some of us. There is no taxi close by, and taxis have to come a long way at very high costs, so a 3-mile trip costs $20."

Some cities, such as Vancouver, have taxis that can accommodate wheelchairs but these vehicles are not yet widely available nor is information about them. Smaller Ontario communities do not have access to such vehicles and often do not have a local taxi service at all. The high cost of insurance is seen by many as the reason for small taxi companies closing down.

Owning Your Own Car

In 1983 approximately 471,300 people aged 65 and older held driver's licences, representing about 52% of Ontario seniors at that time. (Driver Licensing Statistics, 1984, Ministry of Transportation and Communications.) In addition we also know that approximately 1,540 drivers of all ages require hand controls or assorted equipment (Survey of the Driving Needs of Licensed Disabled Drivers in Ontario, Ministry of Transportation and Communications PD-86-01 pv).

This shows us that although personal vehicles are probably the most convenient form of travel, there are many people who either are unable to drive or do not have the use of a car or van.

Among those people who have a car, some are concerned about the present requirement that a driver be

re-tested to be licensed at age 80 and older. Some seniors request permission for restricted driving permits when they fail to pass the conventional tests on reaching 80:

> "My husband is 80 years old this year.... We live about 10 miles from the nearest mall in Brantford. The road is not a busy road.... If he could get a restricted licence, we could drive to the mall and then take a bus or taxi from there to the doctor.... This would help us to try to be independent."

Those people who are fortunate enough to have a personal vehicle find that the design of private cars leaves much to be desired for anyone with a functional mobility problem. A study carried out in Britain by Pape in 1985 showed that improved car design would help all drivers. A recent survey carried out by the Ontario Ministry of Transportation and Communications (Survey of the Driving Needs of Licensed Disabled Drivers in Ontario, PD-86-01 p.X) showed that the following eight vehicle design features are most important to people whose functional mobility is impaired: ease of entry/exit (73%), size of vehicle (42%), head and leg room (36%) wide doors (32%), seats (32%), appearance (30%), accessible storage space (22%), height of vehicle (15%).

The following problems were also mentioned:

- access to front and rear seats;
- lack of room behind the driver's seat for a wheelchair
- storage problems caused by unsuitable trunk shape and/or capacity
- seats which are too low
- door openings which are not wide enough; and
- difficulties reaching and closing doors, operating door latch, adjusting seat position, reaching for dashboard controls, and reaching seat belts.

For those individuals or families who need a specially adapted vehicle, cost becomes a large factor, as does vehicle and equipment design and availability in Ontario. Very often adapted vehicles are easily identified as being used by a person with disabilities and some users worry about their vulnerability because of this.

Parking Problems

Parking is a problem in many communities. The situation has not changed since 1982 when the Ontario March of Dimes pointed out:

> "There are many communities which offer no program at all, while in communities which have developed parking programs to overcome the many physical barriers which make many aspects of daily living difficult, the programs may vary widely. This is confusing and inconvenient to consumers as it is impossible to maintain infor-

> mation on what parking privileges are provided in any given city. Many municipalities do not recognize permits which have been issued in other jurisdictions. The result is a program which is so uncoordinated that travel across the province becomes unnecessarily difficult."

The Ministry of Transportation and Communications has drafted a model parking bylaw (Appendix D) which it recommends to all municipalities, but many have chosen not to pass such a bylaw. The Ontario Advisory Council on the Physically Handicapped has recommended the Ministry move from issuing special licence plates for vehicles to providing permits for individuals who are disabled, but the permit will never ensure a parking space is always available to the permit holder. The appendix to the model parking bylaw recommends that parking spaces designated for use by disabled persons should be 12 feet (3.7m) wide. This extra width is intended to enable a side lift to be used by a disabled driver, but careless parking beside an accessible vehicle frequently makes the lift inoperable.

The co-operation of all drivers is needed to make sure parking spaces provided for people with special needs are not misused thoughtlessly.

Other vehicles also encounter difficulties:

> "Some buses designated for the disabled have trouble trying to find available spaces in these areas to let passengers off."

Shopping plazas and Malls are not required to provide any special parking for disabled persons. However, through bylaws, municipalities can make the provision of a fixed ratio of accessible spaces mandatory and should be encouraged to do so. For example, the City of Mississauga has recently responded to community pressure and amended its bylaws in this respect.

Travelling Out of Town

If you travel by rail, life can be interesting but not easy! There are lifts at some rail stations to enable people with disabilities to board the train, and rail staff are generally anxious to help if they happen to be available. However, staff training related to the needs of disabled travellers and even in the use of special equipment is not as good as it could be.

Advance booking is necessary, but not very effective. The information that a disabled person who may need assistance will be boarding a train often does not

reach the train crew in time. Once boarded, your mobility may be restricted by the coach design if you use a wheelchair. Unless you can transfer to a seat or use the special mobility aid provided on board you will not be able to eat in the dining car. However, Ontario Northland Rail is presently redesigning rolling stock to provide greater comfort for passengers with disabilities, including accessible washrooms and safe tie-downs. Federal Regulations will make trains more accessible.

The inter-city bus is probably the least expensive form of travel for many, but service is a problem:

> "We live 14 miles from Guelph on the route between Owen Sound and Toronto, and a community hospital in Fergus, 4 miles away. The bus service to Guelph leaves at 10:30 a.m. and returns at 6 p.m. - 7 hours is a long time for elderly to wait for the return bus."

This problem is confirmed by seniors in Desoronto who travel to Napanee or Belleville for shopping:

> "The only transportation is the Voyageur Bus Lines at 10:00 a.m. returning 6:30 p.m. Most seniors cannot wait so long to get home and the only alternative is a taxi at a cost of of $8.00 from Napanee to Deseronto."

If inter-city bus service is available in smaller communities, it is often infrequent. If you use a wheelchair you cannot use the inter-city bus at all. A new Accessobus is being market tested through Transport

Canada, but it is not yet in general use. An FM-loop sound system is being used by one charter bus line. This high quality sound system allows hearing impaired passengers to hear any announcements by the driver. Other bus companies have not made this valuable service available although it is estimated that 10% of the population has some degree of hearing loss.

Air travel is regulated by the Federal Government and although the airlines have improved services for people with special needs, problems still remain. Unless handled carefully lightweight mobility aids, such as wheelchairs, frequently come out of the hold of the aircraft in a different shape than when they were put on board. Furthermore, the response of the airlines is not consistent with recommendation #89 made in the Obstacles report of 1985 regarding temporary replacement of wheelchairs damaged or lost in transit.

Each airline also seems to have its own rules about handling the batteries needed in some wheelchairs. This frequently leads to long delays and inconvenience for wheelchair users.

Airlines differ on the question whether they will provide the most convenient seat or arbitrarily restrict disabled passengers from certain seats on

aircraft. Attitudinal education of staff is greatly needed.

The cost of flying can be very high, especially if you live in northern or remote communities or travel with an attendant. Federal Regulations currently allow an attendant for a disabled person to travel at a reduced fare on flights within Canada, trains and on Canadian Greyhound and Voyageur buses. It is company policy on Gray Coach also. However a panel of the Canadian Transport Commission recently found that it is discriminatory, under the Charter of Rights and Freedoms, for Canadian Airlines to charge attendants flying with disabled passengers, or to charge for an extra seat used by obese passengers. The panel has recommended that federal air carrier regulations be amended to eliminate this discrimination.

As more people with functional disabilities travel, public awareness of their special needs will increase and will, we hope, bring improvements in service. Court challenges under Human Rights legislation or the Charter will establish legal precedent and, ultimately, force change on the travel industry unless the industry chooses to make changes voluntarily.

An example of imposed change is the recent Order by the Canadian Transport Commission directed at Air Canada. This landmark decision instructed the airline to re-write its tariff to show that it will "Accept the disabled person's determination as to self-reliance." This order resulted from the refusal of a person using a wheelchair to accept an arbitrary decision of airline staff that, since she could not use a washroom independently, she could not fly without an attendant. The airline may appeal, but the message has been conveyed that a disabled person has human rights which must be respected.

Specialised Services

55 or more municipalities, including Sault Ste Marie, London, Kitchener/Waterloo, Ottawa and Toronto, provide specialised services to meet the transportation needs of people who use wheelchairs and other mobility aids. A map showing the communities offering specialised services is attached as Appendix E.

Consumers of specialised services must meet eligibility criteria which, in many instances, they consider too restrictive. Transit authorities however are faced with overloaded systems and with increasing service

demands. We feel hidden problems also exist which would increase service demands even more. There are groups of citizens who, because of language barriers are not informed about specialised services. Eligible individuals in ethnic communities may not know of the services, do not apply and are therefore not recognized as requiring service.

There is also the question of transportation for Native Canadians living on Reserves. Native peoples have the same needs for transportation, including specialised services. The issue of where the responsibility rests for provision of transportation on Reserves ought no longer to prevent a solution from being found. As the Minister Responsible for Native Affairs has said, Ontario has a responsibility to ensure that its programs and services also meet the needs and reflect the aspirations of Native people in the province. We believe that provision of transportation services to Native peoples is essential to the achievement of this goal.

Specialised services in urban areas generally cannot provide fast response to calls for service. Even for established clients rides must be booked days or weeks ahead. If you are using such transport for employment or fixed appointments, you may find you face long

journeys at inconvenient times due to scheduling problems. A disabled person commented that:

> "Specialised transportation systems for disabled persons are reasonably effective for subscription passengers - those who have a pre-booked ride, usually to and from work, on a regular basis. The problem is that they have virtually no flexibility. They cannot accommodate the subscription rider when there is a change in his work schedule. They cannot be depended upon to accommodate a person who normally drives his own vehicle to work but needs other transportation while his vehicle may be in for repairs or whatever. Such people pay taxes which go to subsidize transportation systems which are not available for their use."

If you need to cross municipal boundaries you may well find you have to make two distinct and separate arrangements. With luck, this will not leave you sitting beside the road waiting to be picked up by one system at the point where the other ceases to operate.

Many disabled persons work, pay taxes and contribute to their communities. With improvements in technology we can expect more individuals who use mobility aids to be travelling on a regular basis between home and employment. They have every right to expect to be able to achieve this independence using reliable and accessible transportation. As the Conference Chairperson of the 1985 National Conference of the Coalition

of Provincial Organizations of the Handicapped (COPOH) said:

> "...If I cannot travel from my home to a place of employment, what good will affirmative action programs do me?... What is more vital to the achievement of equality and full participation than accessible transportation... there is nothing more crucial."

Specialised transit systems do not always offer the same hours of service as regular systems. Wherever Councils have held public consultations, including Ottawa, Sault Ste Marie, Kitchener/Waterloo and Kirkland Lake, people have talked about the difficulty they have in booking trips to a movie, concert or other evening or weekend events. In Sault Ste Marie special arrangements had to be made so that some guests could meet with Council in the evening of a public consultation held there in November, 1985. The Community Interaction Association pointed out:

> "Regular bus runs from 7 a.m. to 12 p.m., Para-bus runs from 7 a.m. to 7 p.m. Monday to Friday. Regular transit also runs Saturday and Sundays, Para-bus does not... We now wish to have new altered hours put into affect such as Monday to Thursday 7 a.m. to 7 p.m. Friday 7 a.m. to 10 p.m. and Saturday 1 p.m. to 5 p.m.. We feel this would give our people a chance to live in our community and not just be part of it."

Loneliness and isolation are not good for anyone and, if we are to retain our independence while integrating

our activities in the community, we have to find ways of improving the hours of service of all components of a transit system. Municipalities can be very quick to increase regular transit services to answer customer demands. However, since there are fewer disabled persons in the community, users of specialised services are often forced to tolerate inadequate levels of service for much longer periods of time.

Through the Ontario Ministry of Transportation and Communications, subsidies are available to assist municipalities with both conventional and specialised services. In both cases the subsidies apply to operating costs and capital costs. Unfortunately not all municipalities participate in the Transportation Program for Disabled Persons to the fullest extent possible. This may be because the municipality must financially participate according to a set formula, or because they feel the municipal share is too great. The result is that the services for people with special needs receive low priority in these communities.

When we consider the projected aging of Ontario's population, the welcome thrust toward de-institutionalisation and integration and advanced medical technology, it becomes inevitable that demand for accessible integrated transportation services will

increase. In an article presented to the Third International Conference on Mobility and Transport of Elderly and Handicapped Persons held in Orlando, Florida, in October 1984, Claude Forcier of the Canadian Urban Transit Association said:

> "We cannot aim to be a strong and prosperous nation without making choices. This is not an issue for transportation only. Compassionate and efficient decisions must be made in allocating public funds. We cannot simply consider those who are providing the resources. In times of fiscal constraints, there are no easy solutions, only tough choices."

Some municipalities find the choices tougher than others, but those of us who use public transportation have the responsibility to make sure the people making the choices know exactly what needs exist and what sort of priority the community places on transportation to meet the needs of all its residents.

CHAPTER III

IMPROVING THE ENVIRONMENT

Municipal Services

Whether you live in a big city or a small town there are some common accessibility problems arising from poor environmental planning. We often find housing designed for seniors and disabled persons is located without any thought for their transportation needs. As a result, the length of the walk to the bus stop, uneven and slippery surfaces and the lack of shelters and places to rest present real problems. Local merchants and services should be encouraged to provide rest areas which pedestrians can use to break longer walks.

Providing a clear indication of where the line forms for waiting passengers at transit stops, particularly on heavily used routes, should not be difficult. This would be of great benefit in preventing the less agile from being hurt as everyone rushes to board. Integrating transit stops into buildings or locating the stops beside shelters would also be helpful, particularly in the weather conditions which prevail in Ontario.

For visually impaired people, the fact that the bus shelter opening may face away from the road means they often cannot hear an approaching bus. This could be solved by providing more bus shelters with an opening facing approaching traffic. The cost of increasing the numbers of shelters can be offset by revenue generated through selling advertising space.

Ottawa Carleton Transpo is experimenting with portable route cards for use by visually impaired travellers. The cards have route numbers printed large enough to be seen from 50 feet away and are held up facing oncoming traffic to show drivers that there is a passenger for that particular bus.

Municipalities can solve some weather-related problems by providing prompt and reliable snow and ice removal and offering such services to the elderly and to home owners with mobility problems. Voluntary organizations and students can be organized to assist with this service and, as in some municipalities, a modest charge made.

Town planners and those who provide housing must be more sensitive to the desire for an active lifestyle by both seniors and younger disabled persons. This

awareness should improve the siting of special housing and the provision of appropriate parking places, including accessible space for raised-roof vans if parking is underground.

A report Towards Planning For an Aging Society prepared by the Ministry of Municipal Affairs and Housing in 1983 suggests that the public sector can ensure the best possible circulation routes, but private sector developers can help by allowing short-cuts through private buildings and property developments. Such pathways should be even-surfaced and ramped to avoid curbs or steps and should follow the most sheltered route. Tactile cues for visually impaired persons could be incorporated. The report also recommends that shelters be provided when the distance between two locations is considerably more than 600 feet. Such thoughtfulness can be very effective in increasing the accessibility of our environment.

A safe and accessible environment requires a clear separation between pedestrians and vehicles (including bicycles and skateboards!) with safety islands on busy wide streets. Achieving this separation should not pose great difficulties and it is time municipalities developed solutions which can be enforced through the use of bylaws.

WE RECOMMEND

THAT municipalities be encouraged to provide:

1. Town planning that locates public transportation adjacent to housing designed for seniors and disabled persons. SHORT TERM

2. Prompt snow and ice removal in streets, highways and public places. SHORT TERM

3. Reliable voluntary or municipal snow removal services to assist seniors and disabled persons, at reasonable cost to such individuals. SHORT TERM

4. Encouragement to merchants and service clubs to provide rest areas in public places. SHORT TERM

5. A clear indication at all transit stops of where transit line-ups begin. SHORT TERM

6. Even-surfaced and ramped sidewalks and pathways. SHORT TERM

7. More bus shelters designed with an opening facing approaching traffic, placed as close to bus stops as possible or integrated into buildings where possible. MEDIUM TERM

8. Encouragement to private sector developers to allow public pedestrian short-cuts. MEDIUM TERM

Traffic Lights

The location and installation of traffic lights at intersections near to seniors' residences, or housing

designed for people with mobility difficulties can be very contentious. Traffic signals to meet special needs are often installed at the expense of the municipality or concerned organization if the committee set up by Municipal and Ministry of Transportation and Communications traffic engineers does not feel the location meets the technical criteria they have established. This is very costly for smaller communities. Subsidies should be given where special circumstances warrant. The Ontario Advisory Council on the Physically Handicapped made this recommendation to the Ministry of Transportation and Communications in January, 1985.

Traffic lights can present another problem. If you cannot move quickly, crossing a wide road becomes dangerous unless there is an accessible safety island or the traffic lights have been adjusted to allow more time for people to cross safely.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

9. Provide subsidies for special needs traffic lights where community concerns indicate they are warranted. SHORT TERM

10. Design the timing sequence of traffic lights to allow the public to cross wide roads safely.

SHORT TERM

Highway Driving

Some things are being done to improve environmental accessibility for those who drive on the highways. The Ministry of Tourism and Recreation is undertaking a program to ensure Tourist Information Centres are fully accessible. That Ministry is also improving its knowledge of the accessibility features of the facilities listed in publications designed for tourists. All of these changes will help seniors and disabled travellers. But some problems remain. Many drivers would like to see larger direction signs on highways, rest areas that are more accessible and, of course, accessible (portable if necessary) washrooms should be available at highway rest areas, as they are in New Hampshire, for example.

WE RECOMMEND

THAT the Ministry of Tourism and Recreation be encouraged:

11. To proceed with its program to ensure that Tourist Information Centres are fully accessible and that its literature reflects as much information as possible about accessibility features of tourist accommodation and facilities in the province.

SHORT TERM

THAT The Ministry of Transportation and Communications be encouraged:

12. To ensure that all highway rest areas are accessible to as many travellers as possible and include accessible washrooms. SHORT TERM

The Owner Driver

If you drive any vehicle, you need a valid driver's licence. However, licence issuing offices are not now required to be accessible nor are driver testing areas. Since the offices may be located on rented premises, this may account for the problem in some places. Nevertheless we feel the province should act very quickly to make sure that a policy is put in place to ensure that all new licence issuing offices are fully accessible and that, over the next five years, all such premises become accessible.

If you own and drive a vehicle, you buy gas. There are many self-service stations and they provide an environment with equipment that is frequently inaccessible. Unless a gas station employee is available to assist persons with adapted vehicles, the chances are that the service is totally inaccessible. The islands where the pumps are located do not have ramps and the handle of the gas nozzle cannot be reached if you use a wheelchair. The weight and awkwardness of the gas hose causes difficulty for

anyone with restricted functional abilities.

Other aspects of self-service gas stations which need improvement include the accessibility of the cashier's booth and of the washrooms. It is time for the provincial government to ensure the improvement of the design of the equipment provided on self-service gas stations, both for reasons of safety and convenience to older and disabled drivers.

Many people now have cellular telephones in their cars, and they are being used in some vehicles driven by people with disabilities to test their effectiveness as a safety device. Although the cost of cellular phones is high at present, we can certainly recommend them for safety, as well as convenience purposes. They allow a disabled driver to phone for directions to accessible parking or entrances to buildings. The phones also allow drivers to alert others of any need for assistance, particularly in bad weather.

WE RECOMMEND

THAT The Ministry of Transportation and Communications:

13. Ensure that all offices issuing drivers' licences are fully accessible, as well as all testing areas. SHORT TERM

THAT the Provincial Government:

14. Ensure the improvement of the design of equipment provided on self-service gas stations. SHORT TERM

CHAPTER IV

RURAL AND PERSONAL TRANSPORTATION ISSUES

Living in a Rural Environment

If you live in rural Ontario you undoubtedly know about the problems of rural transportation. In a study of Madison County, New York, U.S.A. ("Something Funny Happened on the Way to Co-ordination", a paper prepared for the first A.O.A. and W.I.T.A. National Conference on Transportation for the Elderly and Handicapped, September 1984) the difficulties are summarized very clearly.

> "The problem in rural areas is how to move small numbers of people across large geographic areas with a flexible schedule. Rural areas are far less standardized in terms of need, resources, geography, types of transportation vehicles, and therefore require different options and great flexibility in order to meet the public need for transportation."

Of the seniors who responded to the Especially For Seniors Survey, 14% living in remote rural areas commented on the distances they travel to essential services. These ranged from 5 to 50 miles, with an average of 16 miles per one way trip. For instance, the 1,600 or so seniors living in small communities scattered over 3,000 square miles on Manitoulin Island certainly face trips of this length. The lack of

transportation services on the Island is serious enough to cause concern to the Manitoulin Mental Health Clinic, a service of the Sudbury-Algoma Hospital, which must deal with the problems associated with isolation among their elder clients.

If you live in northern Ontario, you may be totally dependent on air transportation; yet we hear with concern that plans to reduce government funding for smaller airports and air services are under active consideration. The impact of such a decision would be very serious for many Native people and those who are economically tied to northern development.

One respondent to the survey said: "If one chooses to take up residence in a rural area, one must be prepared to accept the fact that facilities are not as readily available." However, the proportion of the elderly population living in rural areas is high and although many "...Don't think that we should just look to the government for a program...", the burden on voluntary organizations in rural areas is becoming increasingly heavy as the service demands increase.

If we are to recognize the need to develop policies and programs that actively foster the economic development

of Native and remote communities, we must be prepared to serve their transportation needs.

WE RECOMMEND

THAT the Provincial Government:

15. Develop specific policies and programs to provide transportation services to Native and remote communities. SHORT TERM

16. Immediately reconsider current proposals to reduce funding and levels of service provided through smaller airports and air services to those living in remote communities or northern Ontario. SHORT TERM

Funding Programs for Smaller Communities

Ontario municipalities are eligible to receive financial assistance from the Ministry of Transportation and Communications toward the capital and operating costs of a municipal transit system. To obtain these funds, the municipality must operate itself, or through a private contractor or commission, a transit service for which the users pay a fare. In addition, the Ministry provides funding for transportation to serve people with physical disabilities who are unable to board regular transit services. Details of the various forms of funding

programs may be found in Appendix C of this report, entitled Transportation For the Physically Disabled, a summary prepared by Ministry of Transportation and Communications in 1986.

These funding programs enable many communities, such as Kirkland Lake, to provide specialised services. Smaller outlying communities receive no benefit because they are small, may not have an organized municipal structure and are therefore not eligible to participate in a ministry program. The result is an incredible mixture of informal (i.e. neighbours helping neighbours) and voluntary services which operate on minimal budgets and often in isolation from each other.

Volunteer Drivers

Volunteers, and volunteer drivers in particular, appear to provide not only the backbone but also the muscle of rural transportation in Ontario. They also provide a large and important supplement to urban transportation. The question arises to what degree should a transportation system be dependent on volunteer activity?

On the principle set out at the beginning of this

report, everyone has the right to receive services, including transportation, in an equal manner. We believe this to be true and therefore we have said that systems and equipment should be designed to be fully accessible to all users in a dignified and acceptable way. This is the long term goal of both Councils.

In the short and medium term, we have to consider the climatic, geographic, demographic and economic realities of life in Ontario. We also have to plan strategies to achieve the longer term objective. It would be unreasonable to expect to be able to establish formal transportation systems on an equal basis for the entire province immediately, without affecting people's needs and rights to other services. Volunteers have an important role to play in transportation. However, government should not thrust upon them the responsibility that, in the longer term should rest with government - to ensure provision of an essential service.

Volunteering is a two-way street. If it works well volunteers contribute toward meeting the needs of their community and, in return, have some of their own needs met. These include the need for social contact, for feeling useful, for achieving a sense of self-worth and for recognition by the community. People who are

involved in their community tend to be more active, healthy and alert. We all benefit when more people become involved in the affairs of our community.

The awareness of the needs of others brought our voluntary organizations into being. We now have to deal with the balancing of the demands which society puts on volunteers in the context of the short and medium term needs for transportation.

We have heard of difficulties in obtaining volunteers who drive their own vehicle and in recruiting licensed drivers. Volunteers find that the cost of operating their own cars is increasing and have difficulty clarifying their position regarding liability insurance. Voluntary agencies are experiencing similar problems with liability coverage. This has raised questions regarding the ability of volunteer drivers to help disabled passengers in a safe manner and the general expectations of passengers regarding voluntary services. The bogey of the "charity mentality" still exists and bothers some people.

If we stop using the existing volunteer network that provides transportation to both rural and urban residents, we will create a vacuum that the formal transportation systems cannot hope to fill for some

time, and we will deny essential service to many people. On the other hand, if we do not move to support the existing volunteers the service may disappear or, at best, be curtailed because of increasing operating and insurance costs.

The question of reimbursement for out-of-pocket expenses of volunteer drivers has been brought to our attention. Volunteers give their time gladly, but may not be in a position to provide gasoline and other expenses in order to drive their passengers to appointments. As the Chairman of a large voluntary organization in northern Ontario said, "It is expensive to be a volunteer in the North." We have also heard of passengers who are more than willing to contribute toward the cost of transportation, especially when it offers them door to door, or curb to curb service.

Our survey of transportation services shows that a number of agencies do provide some form of reimbursement for basic costs, usually per kilometre, to drivers. We feel this should be encouraged wherever possible. We also feel clients should be encouraged to contribute to the extent they can. Sharing rides can minimize the costs for everyone. Provincial funding is needed to assist volunteer drivers, particularly those providing services in areas identified as lacking formal transportation services.

Other concerns raised regarding volunteer drivers centre around recruitment, vehicle safety and driver skills and training. Appendix F shows how one Peterborough agency screens volunteer drivers and many agencies indicated that they offer some training to volunteers regarding the way in which assistance can be offered to clients. If transportation could be organized on a co-ordinated basis, the level of screening and training of volunteer drivers could be assessed and agencies encouraged to share training sessions.

It is becoming more difficult to find volunteers. We have heard this concern across the province. If the insurance issue can be resolved and funding provided to help willing drivers meet needs that cannot be met otherwise, then recruitment may be easier. The increasing number of senior citizens encourages us to think there are hidden resources not yet tapped. Advertising for volunteers through newsletters, media, libraries and seniors' centres is all worthwhile but the most effective way to find volunteers is to <u>ask</u> people directly. Many people are reluctant to volunteer themselves but if asked will gladly respond.

Recognition of volunteers is essential. People who volunteer to drive may receive their assignments over

the telephone and, other than meeting their passengers, have little contact with the agency co-ordinating the service or with other volunteer drivers. It is our hope that appropriate recognition is provided to all volunteers not only by the agency through whom they work but also by the community at large.

The people who tend to suffer most in communities reliant on the informal systems described above are those who are often excluded from the community social network because of alcohol-related or behavioural problems. This would include people with cognitive disorders, such as Alzheimer's Disease. Those with limited incomes, such as single elderly women, are greatly dependent on their rural neighbours for transport. Physically disabled people living in outlying unserviced areas are seriously disadvantaged and, unless they have their own vehicle, are totally dependent on local service club vans and neighbours.

In a feasibility assessment of a volunteer based seniors' transportation program conducted in October 1984 for the Canadian Red Cross Society, several models of volunteer services were examined. These included a direct service delivery model, where Red Cross volunteers would do the transporting and a broker

model, where the Red Cross would put clients in touch with existing services run by other organizations.

When we look at existing voluntary systems now operating in rural Ontario, they largely fall into the first category. Most of them offer a door-to-door service in response to a need expressed by the user, usually through a volunteer co-ordinator. Some examples may be of interest. A group of citizens in Campbellford formed a Senior Citizens Advisory Committee to solve their transportation problem. They established a telephone service for all seniors to call and volunteer personnel answered questions and arranged transportation. The co-ordinator of Volunteer Driving Services, Sault Ste. Marie, which is supported by United Way advised:

> "Senior citizens in Sault Ste. Marie utilize the Volunteer Drivers' Service which provides a warm and friendly volunteer who supplies transportation and companionship to and from appointments.... A senior contacts the volunteer co-ordinator, a request sheet is completed with all pertinent details - date, time and location of appointment, as well as physical condition of client. The co-ordinator then contacts volunteer drivers to make a suitable match-up. The client is notified and the driver also phoned to confirm time and pick-up or appointed date."

The Administrator of the Kemptville and District

Community Assistance Program described their project to provide a home support program for seniors, housebound and handicapped. Volunteers handle the phones and answer requests for drivers but, although long distance drives to Ottawa, Brockville, etc., are compensated for at 15¢ per kilometre, there is no remuneration offered for local drivers. Clients are not charged a fee but a donation is appreciated. The Administrator of this program would like to be able to compensate volunteer drivers for their gas money.

The program is publicized by a newsletter describing the programs of the agency and solicits donations and volunteer support. The Ministry of Community and Social Services provides 50% of funds and municipal grants, local organizations, service clubs and individuals make up the other half. Many agencies are funded from a similar mixture of sources.

Haliburton Home Support Services reports that it:

> "....provides various services and programs for seniors and disabled in the County of Haliburton (1,658 square miles), plus some outlying areas of adjacent counties.... During 1985 arranged 400 transport trips consisting of 1,694 hours of driving by 30 volunteers, mainly for medical and dental appointments, hospital visits and shopping to nearest towns....drivers are reim-

> bursed at 13¢ per mile, minimum $3.00 per trip.... Drivers are covered by their own public liability insurance, but must notify their insurer that they are providing this non-profit volunteer service."

In Ottawa:

> "The Glebe Centre Inc., sponsored by Ontario Ministry of Social and Community Services, City of Ottawa, Community groups and area churches provides a seniors' outreach service to residents in Ottawa South, Ottawa East and the Glebe area.... In addition to transport services for medical appointments and a weekly shopping bus, the program includes various home support services, helping seniors to remain in their own homes."

These are all successful direct service delivery models.

However, the brokerage system has excellent potential in Ontario. A senior from Toronto addressed the issue of organizing local area volunteers with private cars for seniors' transportation services:

> "The map of Ontario should be divided into small areas, each with a capable part-time organizer who would help in arranging visits or the heavy chore of getting groceries. Out-of-pocket expenses should be paid for by recipients.... the main object would be to arrange for help from private-car owners on a rotating basis....Possibly a local church could assist in nominating organizations."

We feel this option has real possibilities. The establishment of transportation regions is discussed in Chapter V of this report.

WE RECOMMEND

THAT Voluntary Agencies:

17. Be encouraged to offer reimbursement to volunteer drivers whenever possible, for out-of-pocket expenses associated with volunteer driving. SHORT TERM

18. Encourage passengers in vehicles of volunteer drivers to contribute to the operating expenses to the extent that they are able. SHORT TERM

19. Provide opportunities for appropriate training to volunteer drivers who are transporting seniors or disabled persons. SHORT TERM

THAT all levels of governments and the community at large:

20. Recognize the need for and acknowledge the services of volunteer drivers. SHORT TERM

Insurance Problems

The Ontario Advisory Council on the Physically Handicapped through its work related to workers who become disabled, has been made very aware of benefit inequalities in the various forms of accident insurance coverage offered. The stress placed on accident victims who must undertake long and costly court proceedings is a concern to all of us.

In March, 1984 the Council began discussions with the then government regarding Council's proposal that a working committee be established by the province to create a model Universal Disability Insurance scheme. The matter has since been referred to a Federal/Provincial Task Force.

Council restated its concerns in a formal recommendation to the present government in January, 1986. In essence, Council recommended that the Ontario Insurance Task Force consider the amalgamation of all existing disability compensation schemes in Ontario into a single comprehensive disability insurance system regardless of cause with funds from existing programs directed into such a single system. Council felt that the proposal would help reduce liability insurance premiums. This proposal was referred to the Ontario Task Force on Insurance, chaired by Mr. Donald Slater, and received consideration.

One recommendation of the Slater Commission was that the province introduce a mandatory system of insurance compensation for personal injuries caused by automobile accidents "...Whereby all insureds purchase a basic minimum level of insurance including coverage for loss of income, costs of care, and unlimited rehabilitation and medical expenses. The minimum level for loss of

income should be set at a level such as to cover a clear majority of the population... Where considered appropriate, insureds could purchase additional layers of income replacement coverage on an individual or group basis," (Recommendation C.2). Recommendation C.4 would limit resort to the tort/litigation system with respect to personal injury compensation from car accidents.

The Insurance Bureau of Canada in its response to the Report of Ontario Task Force on Insurance in July 1986 has put forward an alternate No-Fault proposal. This represents a modified tort scheme which would retain the right to sue for death and serious injuries and for losses exceeding the specified benefits. This is intended to provide an adequate level of protection for injuries resulting from auto accidents, "While containing costs to consumers." (Appendix B, p.1 Ontario No-Fault Proposal). Discussions with the Insurance industry and other interested parties continue. Mr. Justice Coulter Osborne of the High Court of Justice of Ontario has now been given a mandate by the provincial government to examine the potential effect of a No-Fault insurance system. The report is to be submitted by the end of 1987.

In the short term volunteers should be encouraged to

contact directly the company issuing their insurance policy and clarify, in writing, the extent of the liability coverage provided by the policy and any exclusions that may exist. Some policies are affected by whether or not the driver receives any form of remuneration for the services.

Sometimes agencies can eliminate the problem. The Canadian Red Cross and the Canadian Cancer Society provide a comprehensive form of insurance for their volunteers. Some agencies provide insurance coverage for passengers being driven by a volunteer. The Cancer Society also reimburses some volunteer drivers, according to circumstances, for minimal expenses. Other agencies do not reimburse drivers and most require drivers to have a minimum of $500,000 liability coverage, although $1,000,000 is recommended. The cost of such coverage may be more than the volunteer can meet, but it would be tragic if concerns about insurance are allowed to destroy the invaluable informal volunteer driver network that now exists.

WE RECOMMEND

THAT the Provincial Government:

21. Legislate that use of a vehicle to provide community voluntary services should not be a determinant in the cost of liability insurance;

and THAT reimbursement of vehicle operating expenses associated with such community voluntary services not be a factor for the purpose of liability insurance coverage. SHORT TERM

THAT volunteer drivers:

22. Be encouraged to contact directly the company issuing their insurance policy and clarify, in writing, the extent of the liability coverage provided by the policy and any exclusions that may exist. SHORT TERM

Drivers' Licences

According to the Driver Licensing Statistics for 1983 published by the Ministry of Transportation and Communications, the numbers of senior drivers in Ontario in 1983 were as follows:

Senior Drivers In Ontario (1983) Statistics

Age Group	Age	Total Number of Drivers in Age Group	Total Number in Age Group
Younger Elderly	65 - 74	359,700	555,800
Middle Elderly	75 - 84	106,100	277,800
Older Elderly	85+	5,500	78,900
Total Senior Population		471,300	912,500

This indicates that only 52% of seniors 65 years of age and older were licensed to drive in 1983. Given the projected increase in the senior population from 912,500 to 1,418,500 by 2001, indications are that more people will need accessible transportation services in the future.

We also know that some 1,540 drivers of all ages require special driving equipment on their cars from the preliminary results of a survey of these drivers carried out by the Strategic Policy Secretariat of the Ministry of Transportation and Communications in the Spring of 1986. 81% of those who participated in that

survey said they were happy with the licensing requirements and procedures. However, we have heard of the considerable dissatisfaction of some seniors, particularly those 80 years of age or older, with the fact they must take an annual driving test starting at age 80. Other problems we have heard about relate to the difficulty in finding volunteer drivers of any age who already have, or are willing to obtain, a licence in order to drive an available bus.

Most drivers have a regular Class G licence. Other than the R licence that applies to learner motorcyclists, other licence requirements are as follows:

- Licence Class B required to drive a vehicle with 24 or more seats for school purposes.
- Licence Class C required to drive a regular bus with 24 or more seats.
- Licence Class E required to drive a smaller bus with 24 seats or less, for school purposes
- Licence Class F required to drive a smaller regular bus with 24 seats or less.

In addition, you can operate a 12-seat vehicle with a regular Licence (Class G) if it is for personal use, with no payment involved. A vehicle with 9 seats or less is not defined as a bus.

The accident statistics for senior drivers (65+) are difficult to assess because seniors tend to drive less, possibly at times when there is less traffic on the roads or in better circumstances etc. But in 1984 the accident rate ranged from 3.9% of all drivers 55-64, to 4.8% of drivers 85+. Compared to 6.1% of drivers 25-34, or 5.1% of those 35-44 and 4.6% of drivers 45-54, the accident rates for older drivers are not startling. What does perhaps need to be noted is the percentage increase in accidents involving fatalities. For drivers 80-84 the rate increases to .03% from .02% experienced by all drivers 35 to 79. For drivers 85+ the rate rises to .07%, which is higher than the other end of the age scale, drivers 16-24 whose rate of involvement in fatal accidents is .05%.

Current Regulations under the Highway Traffic Act (Reg.462. S.8) require all drivers 80 years of age and older to successfully complete an annual driver examination, which includes road, written and vision tests. As the population ages the number of people to be tested at this age will increase. Drivers 70 years of age or older who have been involved in one or more accidents may be asked to attend an interview or re-examination (at no charge) if they have been judged to be driving improperly. Under Regulation 462, Section 2.8 all drivers 65 years of age and older

holding drivers' licences in the classes A, B, C, E & F are required to take a written test and a test to screen their vision. As well they must provide evidence of driving ability according to class on an annual basis.

While some of these Regulations may appear contrary to Human Rights legislation, the program has received an exemption under the Act. Certainly there are many who feel like the senior who wrote:

> "We should not be...penalized and forced to take a test, unless we have a life-long list of accidents or have been charged with careless driving."
>
> Letter to Editor, Sault Ste.Marie Star 6.9.1986

Responses to the "How's Transport" survey suggested that capable seniors be issued restricted driving licences, applicable only in certain areas - or in daylight hours only - to help them maintain their independence. This option could be explored by the Ministry of Transportation and Communications but we can see difficulty in administering such a program on an equal basis across the province. Although we understand the anxiety created by the present Regulations, failure of the re-test does not prevent someone trying again and competent drivers should have no problem passing the test on an annual basis.

Certainly everything should be done to ensure that the tests are administered in a courteous and encouraging manner with every effort made to reduce stress on the candidate. Sensitivity training for driver examiners is strongly recommended.

The Ontario Regulations regarding licences to drive vehicles carrying a number of people do not seem unduly severe. Concerns about vehicle safety standards and lack of driver training were voiced more frequently. Through a regionally co-ordinated transit system that integrates a range of services, it should be possible to provide funding to encourage volunteer drivers in the short and medium term, to obtain the training needed to hold the appropriate licences to drive school buses and other equipped vehicles.

The range of motorized mobility aids is increasing as technology improves. In addition to the standard motorized wheelchairs and scooters, which operate at speeds up to 5.5 mph, some adapted and more powerful vehicles are being used as mobility aids. These vehicles, some of which are like golf carts, often do not conform with the Regulations of the Highway Traffic Act. The Province of Manitoba Highway Traffic Act includes a definition of "motorized mobility aids" and establishes a category of devices used for general

mobility by disabled persons. Section 5(21) of the Act sets out the provisions which allow for the registration of such vehicles. Another resource is a report prepared for the Transportation Development Centre in September 1985 on Regulatory and Safety Issues of Special Mobility Vehicles for Elderly and Disabled Persons.

In the interests of public safety it seems to us that the government, in conjunction with interested consumer groups, should undertake a study to assess whether there is a need to license certain types of vehicles, and/or their users in Ontario. With an increasing number of older and, inevitably, somewhat less agile pedestrians about, we need to look at the safety of equipment provided on some mobility aids and decide what needs to be done to ensure the safety of everyone.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

23. Provide sensitivity training particularly to driver examiners re-testing older persons. SHORT TERM

24. Where a shortage of volunteer drivers for school buses and other equipped vehicles exists, funds should be provided to encourage volunteer drivers to obtain appropriate licences to drive these vehicles. SHORT TERM

25. In conjunction with interested consumer groups, undertake a study of motorized mobility aids and certain types of vehicles and/or their users and assess the need to license the use of such vehicles or aids in Ontario. SHORT TERM

Licence Plates and Parking Regulations

For some time the Ministry of Transportation and Communications has issued licence plates bearing the access symbol to individuals who have required them.

There has been concern that on the one hand the plates have been too easily obtained and the parking privileges available to people with disabilities have been abused. On the other hand, since the plates are fixed to one vehicle, a disabled person is restricted to the use of that vehicle if they want to use parking spaces designated by the access symbol.

The Ontario Advisory Council on the Physically Handicapped has had lengthy discussions with the Ministry about the disabled symbol licence plates.

Although easily recognized for parking purposes, some feel the special plates heighten awareness of a disabled driver and, therefore, increase the driver's vulnerability. Municipalities enact parking bylaws and, although the Ministry encourages the use of a model bylaw (see Appendix D), some municipalities set their own eligibility criteria for parking privileges. Many have nothing! It is impossible for anyone driving through Ontario to determine the parking regulations of any municipality they may enter.

Following Council's discussion with the Ministry, a proposal is under consideration to withdraw the disabled symbol licence plates and issue a permit to the disabled person, on broad criteria within certain controls. The permit could be used on any vehicle in use by the permit holder, giving them much greater flexibility. Organizations regularly transporting disabled persons would also be eligible to apply for a permit. We expect to consult further with the Ministry regarding final eligibility criteria and the design of the permit. We have also suggested that the Ministry consult with other consumers and we understand meetings are underway.

Nobody can speak more clearly about their needs than the consumer. We feel that it is up to all of us to

make our municipal officials aware of particular concerns we have, including parking. Consumer groups can press for improved bylaws and we encourage all communities to look at the model bylaw and bring it to the attention of local governments. Unfortunately we must also conclude that the time has come for the provincial government to force implementation of the provisions of the model bylaw throughout the province by use of legislation to ensure equality in the implementation of a standard bylaw.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

26. Proceed as quickly as possible with its proposal to withdraw disabled symbol licence plates and issue permits to disabled persons and organizations serving them. SHORT TERM

THAT the Ministry of Municipal Affairs:

27. Require municipalities to adopt and enforce the provincial model parking bylaw developed by the Ministry of Transportation and Communications. SHORT TERM

Personal Mobility Allowances

Through the Drivers Education Program of the Hugh MacMillan Medical Centre in Toronto, and similar

programs in the province, people with disabilities are being encouraged to learn to drive. The number of disabled persons owning or sharing adapted vehicles is growing. This is encouraging because owning and driving your own vehicle greatly increases your independence and is invaluable to families having young disabled members. It also helps take the pressure from existing specialized transportation services. The current subsidy per trip for specialised services adds up to a substantial amount per passenger per year. It has been suggested to us as this could amount to as much as $10,000 for regularly scheduled service to an individual using specialised services on a daily basis for employment purposes.

The cost of buying a car is high enough today. When you add the cost of structurally converting a vehicle to allow it to be operated by a disabled person, according to a survey of disabled drivers carried out by the Ministry of Transportation and Communications, you add anywhere from $300 to $25,000 (or more) to the price. Since some conversions are only available in the United States, the cost can increase substantially, depending on the amount of work and the distance the vehicle has to be taken for the work to be done. Some financial help with necessary adaptations may come from government agencies, such as the Provincial

Vocational Rehabilitation Services or the Workers' Compensation Board. Eligibility for such assistance is limited and in some cases is related to the nature or cause of the driver's disability. Service clubs and other fund raising organizations may also offer help.

A provincial program offers a sales tax rebate on vehicles bought or leased by persons with disabilities. This rebate is not a significant factor in the total cost.

Under Section 110(1)(c) of the Federal Income Tax Act, some limited deductions are allowed on specific items listed in Regulation 5700. However, a power-operated lift to enable a disabled driver to access his vehicle is the only listed item relevant to transportation. This means that many items in the conversion must be paid for by the owner out of after-tax dollars, since the list ignores much of the latest available technology and is updated infrequently.

We are all eligible to receive transportation allowances indirectly through provincial government subsidies to municipal transportation systems and through municipal fare subsidies and concessions offered to seniors and other groups. The Ministry of Community and Social Services also provides a

transportation allowance to anyone who qualifies for a disability pension. Only those who cannot utilize the transportation system provided are denied the benefit of these allowances.

Looking overseas, the report Transport for Disabled Peopl of the European Conference of Ministers of Transport acknowledges that the biggest single aid to personal mobility is a private car. In Britain, a so-called "Motability" scheme exists which allows eligible people who receive a weekly cash mobility payment (which is in addition to other social security benefits and is tax free) to put their allowance toward either acquiring a car to drive themselves or for someone else to drive for them. In the North American context, weather conditions and the long distances to be driven have to be considered when evaluating self-drive options, but identification of a range of affordable vehicles for those people interested in the self-drive option is desirable.

Since it currently costs between $18 to $40 per hour to hire a vehicle in Ontario to transport disabled people who have no other means of reaching their destination, there would be some cost offsets if the acquisition cost of a personal vehicle was subsidized by government. There would also be an offset from a reduced requirement for service from specialised

transportation services.

In July 1985, the Ontario Advisory Council on the Physically Handicapped recommended that the provincial and federal governments work together to provide various tax benefits, including income tax benefits, to ensure that vehicles purchased by disabled persons create no greater financial burden than for persons buying standard vehicles. We also recommended that assistance with operating costs could be provided through provincial gas tax rebates, similar to the Federal Excise Tax rebate on gasoline.

As a result of Council's concern regarding the financing of personal mobility allowances, and vehicle design standards, the Government of Ontario advised that a Federal/Provincial/Territorial Committee will look into these matters. We also understand that a Canadian representative has been participating on a sub-committee of the U.S. Society of Automobile Engineers which is working in the area of adapting vehicles.

Flexibility of transportation is essential to many types of employment. Disabled persons are, or could be, employed in such positions if their transportation options were not limited as they are presently.

Although the concept of providing mobility allowances to eligible individuals may appear costly in strictly financial terms, there are other factors to be considered. The need for independence, the right to control one's own life to the greatest extent possible and the rignt to contribute to the community are quality of life issues. Mobility allowances that permit consumers to determine the way in which they purchase transportation services are a valid solution for many people since they allow each individual the right to personal choice.

WE RECOMMEND

THAT the Provincial Government:

28. Continue to work with the Federal Government to provide various tax benefits, including income tax benefits, to allow vehicles to be purchased by or for disabled persons. SHORT TERM

29. Continue to work with the Federal/Provincial/Territorial Committee and explore further the introduction of mobility allowances. SHORT TERM

CHAPTER V

TRANSPORTATION REGIONS

Establishment of Transportation Regions

Having considered the concerns expressed by consumers and looked at issues faced by individual drivers, particularly those living in rural Ontario, we recommend that the areas of the province outside major urban centres be divided into transportation regions. Each of these regions would have a Regional Board of Directors, operating on a non-profit basis. These Boards should include seniors and disabled persons among other representatives of the community, as well as service providers, provincial and municipal authorities. A Co-ordinator would be appointed by the Board, with the principal function of organizing and utilizing all informal and voluntary transportation networks that can be identified.

We see larger municipal transportation authorities continuing to operate existing transportation services in urban centres. Regionally organized transportation would serve the smaller unorganized communities outside urban centres but both urban and regional systems would be designed to offer an integrated, co-ordinated,

flexible system for that area that would use, in an efficient manner, all existing resources without incurring heavy costs in new equipment.

The Regional Boards would be held accountable for funds provided. This would include integrating eligibility for funding from the Ministry of Transportation and Communications or the Ministry of Community and Social Services through the Home Support Services Program. Funding could also come indirectly from the Ministries of Health and Education through access to certain types of ambulance vehicles or use of school buses at times when they are available. It would ensure an efficient use of volunteer services as well as equipment.

Models of Rural Transportation Regional Projects

An example of a successful project designed along these lines can be found in Madison County, New York. Their brokerage system incorporates the following:

- All agencies agree to use a central dispatcher provided by a Transit Authority (which can be a local non-profit voluntary group)
- The Transit Authority will also be the central accounting office and schedule routine maintenance for all agency vehicles

- The Transit Authority will supervise agreements developed between agencies
- User fees will be established and paid for by member agencies
- Anyone in the service area is eligible for a ride
- Routes and schedules are only changed by mutual agreement among member agencies.

The City of San Diego together with the Urban Mass Transportation Administration, U.S. Department of Transportation, has set up a demonstration project called "Transportation Market Place". Participating agencies buy coupons from the city and provide them to clients. Clients needing more expensive types of transportation services use larger numbers of coupons. Each agency establishes its own eligibility criteria and each client arranges his/her own transportation using the coupons as payment. The service provider returns the used coupons to the city and is reimbursed for the services it has provided. This system stimulates competition among service providers while minimizing the possibility of it being abused.

If regional transportation services could be organized in Ontario with non-profit Boards of Directors to meet the funding criteria of the Ministries, accessible vehicles could be acquired within the regions over time. Funding should be dependent upon all new

equipment acquisitions being accessible. Federal funding could also be utilized (see Appendix G, Assistance for Vehicle Acquisition in Small Urban or Rural Communities.)

Several examples have come to our attention where local merchants and shopping malls in Ontario have been willing to help fund transportation services. The York, Pennsylvania Transportation Club has found a Mall willing to help. In Ontario, Napanee reports that:

> "Every Tuesday, a bus and driver provided by the local coach line and funded by downtown merchants, mall merchants and 4 service clerks transports seniors. The bus makes 4 complete trips following a zig-zag route through town stopping at all senior citizens' buildings, the hospital, medical centre, downtown area and shopping mall.... People can flag the bus anywhere along the route.... There is no charge to the riders.... This service is being used by 150-175 riders each week.... The weekly cost is not very high and the merchants and service clerks appear very satisfied with the results...."

A regional co-ordinator could utilize all possible private sector resources of this nature, as well as those of Service Clubs and religious groups, (some of which own accessible vehicles) without affecting the autonomy of individual agencies.

One Ontario model of co-ordinated service is provided by the Tri-Municipal Transit Commission in Kenora,

which serves approximately 18,000 people in the Township of Jaffrey and Melick and the towns of Kenora and Keewatin. There are no administrative costs as a volunteer looks after the telephone and makes appointments for drivers and clients. Service is available from 7:00 a.m. to 11:00 p.m. for school and medical appointments. Clients pay $1.00 each way if they can afford it and the service, which has operated for many years, is thriving.

Examples of co-ordinated service can be found in a number of Ontario communities. An initiative of the United Way of Sault Ste Marie brings seniors and other community leaders together to identify and plan to meet the specific transportation needs of outlying areas of the Algoma District. The Sault Ste Marie planning group is looking at ways in which, through the use of remote terminals hooked into a central computer, seniors in outlying communities could register their transportation needs and be linked up with any available vehicle travelling in their area and having space available. The remote terminals could also be used to access information about other available services that would be helpful to people living in smaller communities.

In the United States, the South West Missouri Office on Aging develops and co-ordinates a delivery system of services in a largely rural area of the State of Missouri. The transportation service covers 88 of Missouri's 114 counties and services people 60 years of age or older, as well as persons with disabilities. 10-15 seater vans are used, and half of the fleet is fully accessible. Trips are scheduled using volunteer contacts on a county basis and a schedule of service is mailed to all users so that they can time personal appointments to meet the service schedule. The program is also publicized through local media. Funding for this program comes from a number of Federal, State and client sources. With a central co-ordinating agency in place the budget is more effectively managed and those providing funds have a simpler and more direct administrative system.

In a letter to Councils enclosing a copy of 1986 draft legislation from the South Carolina Division of Transportation, information was given about the decision to give a local service provider responsibility for managing a regional area composed of 4 to 6 counties. It is planned that South Carolina will end up with one state agency and 10 regional providers managing their system, the goal of which is

described as follows:

> "...to simplify a very confusing and duplicative transportation system and to bring the handicapped and elderly into the mainstream of society, the single system will make the special user part of the system's normal service and not a part of an often stigmatized special service."

Accessible and standard taxis are another component which could be linked to this system.

School buses provide a largely untapped resource available in Ontario. They are frequently accessible and often remain unused between 9:00 a.m. and 3:00 p.m. and on evenings or weekends. They may be used for charter trips on weekends but are not in regular school service.

A good use of a school bus was described by a resident of Newington. The residents of the seniors' home in Ingleside and those of Newington arranged for school buses to pick up villagers at their homes. Most of the time they have a full bus load. They leave about 9:00 a.m., and arrive at a mall in Cornwall at about 10:00 a.m., a distance of 15 miles. The bus takes everyone home about 12:30 p.m. which allows enough time for shopping, medical appointments, etc.

A mobility club concept is also discussed in the Feasibility Assessment carried out for the Canadian Red Cross Society. This model would create transportation clubs, with passengers and drivers forming the membership. The club would co-ordinate drivers and passengers. The problems with this concept are that the area covered by such a club would probably be small and some people would likely not be included and therefore denied service. Unless a member owned an accessible vehicle, the club would not be able to assist disabled persons.

Will Regional Transportation Projects Work in Ontario?

There are positive aspects to the idea of dividing the province into transportation regions. These include:

- An integrated and accessible transportation service available to all residents that would comply with Human Rights legislation.
- Maximum use of all available resources including existing funding programs already provided by government, voluntary, religious and private sectors without duplication of service.
- Increased use of appropriate school buses at times when such equipment is not required for student services, would allow existing and

locally based equipment to meet regional transportation needs.

- Creation of a Regional Board of Directors working, on a non-profit basis with a co-ordinator, would allow participation of the communities in the region. It would also provide representation of different consumer groups, including seniors and disabled persons as well as participation by different levels of government.

- Government input and funding would be made through an existing local mechanism.

- A Regional Board of Directors could be held accountable for the funds.

- Standards of service provision, driver training and compliance with safety regulations could be more readily ensured.

- Boundary issues could be defused by establishing a regional system.

- Linkages could easily be established with Community Information Centres, and any other form of information or case management services that exist now or in the future.

- Ongoing evaluation and quality control of integrated services would be possible.

- The business of existing private enterprises, such as taxi and inter-city bus companies, may be increased.

- The cost for new accessible vehicles could more easily be met.

- Using existing administrative

structures avoids the creation of another level of bureaucracy.

- Unique regional needs could be recognized.
- A schedule of all transportation services could be provided and made known to the area residents.
- The flexible service would be accessible to all residents.

Care would have to be taken to avoid:

- Damaging the delicate balance and sense of ownership of the informal systems in smaller communities.
- Threatening the autonomy of agencies who may be providing a range of services other than transportation.
- Creating an instant expectation of increased levels of service never formerly available.

The needs of each community in Ontario are unique and must be met in a way that uses the resources available within each community. Co-ordination through a volunteer network is an excellent first step toward resolving the problems.

We believe regionally organized transportation, with community input and Government of Ontario support, is a viable solution in many parts of the province particularly for unorganized areas. A model of co-ordinated regional service delivery should be tested on a pilot basis.

WE RECOMMEND

THAT the Provincial Government:

30.a. Divide the province, including Reserves, northern, rural and urban communities, into an appropriate number of transportation regions. SHORT TERM

b. Enable each transportation region to have a co-ordinator to organize and utilize all informal, voluntary and formal systems. SHORT TERM

c. Enable Regional Boards of Directors to be set up to include members of the community as well as provincial and municipal authorities, on a non-profit basis. These Boards will work with the co-ordinator to centralize administrative functions and accept accountability for funding from all levels of government for various components of an integrated transportation service. SHORT TERM

Inter-Regional And Boundary Issues

Although bus service is generally provided by larger companies and can be seen to be part of the discussion of larger urban transportation systems, there are some aspects that have considerable impact on smaller communities. As we have seen, inter-city bus service is a lifeline for many people living outside major centres but there are problems for the users, the bus companies and the Ministry of Transportation and Communications.

Surveys have shown that regional and rural scheduled services, particularly in areas of low residential densities, are often only marginally profitable. These services are often being maintained only because the carriers can make a profit from the charter licences given to them on condition they provide scheduled services. The use of smaller, lift-equipped buses, such as the "Connector" now being used by the South Eastern Michigan Transit Authority as a means of achieving their goal of 100% accessible fleet by 1988, would increase ridership and reduce costs. Many American communities have also provided small shuttle-bus services using accessible vehicles on limited scheduled runs. Fresno, California and the Bayshore Shuttle in New Jersey are just two such services reporting success.

Bus companies need to be able to provide good service in a cost efficient manner, without withdrawing service from routes that are not heavily used so that the needs of the travelling public are protected.

Some of the carrier-related problems need to be resolved within that industry. Other problems regarding boundaries need government intervention to be resolved. Charter buses and regular service runs, or "line-runs", have set areas within which they must stay

and this creates situations where passengers cannot use a service because the place they live is just outside the set area of the local bus service.

We believe the Bus Transportation Committee set up by the Ministry of Transportation and Communications in 1982, or some other suitable mechanism, should be re-activated to work with ministry staff and service providers to resolve these technical matters. The Bus Committee was made up of representatives from selected bus carriers, provincial ministries, several offices of the Ministry of Transportation and Communications, Transport Canada and consumers. The Consumers Association of Canada and the Ontario Advisory Council on Senior Citizens also provided members. The Ontario Advisory Council on the Physically Handicapped would be pleased to represent the concerns of people with physical disabilities. It is no longer acceptable that the public should be denied service or that the extension of bus service be limited because some jurisdictional and licensing problems cannot be resolved.

In a regional transportation system linkages could be established by the transportation co-ordinator between volunteer services, smaller bus companies and the larger inter-city bus companies. The acquisition of

accessible inter-city buses by the larger companies would enable people with disabilities to use local specially equipped school buses, taxis or private vehicles as well as specialised services to reach the routes of the larger carriers. This would expand the travel capacity of these passengers enormously and effectively.

WE RECOMMEND

THAT The Ministry of Transportation and Communications:

31.a. Re-activate the Bus Transportation Committee or some other suitable mechanism, having representation from the bus industry, consumers and governments. SHORT TERM

b. Mandate such a group to resolve the current inter-regional licensing and boundary issues, among other matters. SHORT TERM

Taxi Services As Part of the Transportation System

From the urban user's view, taxi service is attractive because it is usually available early or late in the day when other transit services may be shut down. The service is dignified and unobtrusive and is available on call. In rural areas taxi services are not always available because they are not profitable. Where a taxi service is available, the cost is often too high for many people unless a subsidy is provided.

Taxi services are being used with increasing frequency by municipalities to supplement other services. It is a way to meet the growing demand for transportation, particularly by more mobile people who still need some form of specialised service. However, the urban use of taxis provides a useful guide to the potential for taxi services in a co-ordinated regional or rural transportation system.

The Special Needs Taxi Program of Calgary, Alberta is based on the concept of user-side subsidies. In this program evidence of low income and need because of disability must be provided. The user is then assigned a monthly subsidy for travel and, by arrangement between the local authority and the taxi company, can use taxis up to the limit of their subsidy. The following example shows the basis for calculation of the fare:

Taxi fare	$ 5.00	
- 10%	(.50)	discount by taxi company
	$ 4.50	
- $1.50	(1.50)	User paid fee per trip
	$ 3.00	Subsidy

If a group uses the cab, they each pay $1.50 which

reduces the amount subsidized and allows users to obtain more trips per month.

A somewhat similar program operates in Phoenix, Arizona to assist employed, mobility disabled residents, and other U.S. taxi based services have been located in St. Louis, Missouri ("Care Cab"), Pittsburgh, Pennsylvania and Portland, Oregon. The DART System in Dallas, Texas is another. The San Diego "Dial-a-Ride", includes contracts with 16 taxi companies and two taxi cab associations as well as other service providers.

We are familiar with systems in Quebec City, Montreal Rive-Sud, Outaouais, Thunder Bay, Hamilton and the Region of Peel and also with Project Lift in Kitchener/Waterloo, which use taxis to supplement other transportation services in a cost effective manner. Thunder Bay, for example, reports that on average it costs $3.00 less per taxi trip than service by specialised van. This saving means they can serve more clients. The project in Montreal Rive-Sud is using taxis on 5 different routes instead of buses at a savings of $250,000 over a 4-month period. In Transit Topics, July/August 1986 it is reported that in Quebec City a fixed-route cab, stopping at all regular bus stops, is being tried on a 6-month trial basis.

Concerns have been expressed by consumers about overcharging and the unwillingness or inability of drivers to help passengers. The terms of the contract between the agency and taxi company should specify the levels of compensation and standards of service. The contract between Project Lift and local taxi firms in Kitchener/Waterloo is a model in this respect. Taxi companies have noted insurance as being a problem with respect to the amount of assistance drivers are able to provide.

Driver training, which is useful and necessary for all service providers, can do a lot to solve most problems in a practical way. According to the November 1986 edition of Paraplegia News, the Southern California Rapid Transit District focuses on "the three 'P's' - Patience, Primary concern for the customer, and Professionalism" in a customer-related training program. This program is intended to help all levels of their staff, particularly those dealing with seniors and disabled persons. However, service providers need to know about problems in order to solve them. Consumers also have a responsibility to express their concerns in a clear but courteous way.

Standards of service and safety, as well as eligibility and user rates, could be managed by a regional

co-ordinator and, given the need for increased transit services in many rural areas, increased use of taxis as part of an integrated transportation system operating on a regional basis is strongly recommended.

Since the Ministry of Transportation and Communications provides a subsidy for the operation and acquisition of specialised service vehicles, some groups have suggested that municipalities should use the subsidy to cover the integration of taxi services into a co-ordinated service delivery program.

WE RECOMMEND

THAT the Provincial Government:

32.a. Encourage Regional Transportation Boards to use taxis as a part of any integrated transportation system operating on a regional basis. SHORT TERM

b. Ensure that accessible taxi services be made available in an integrated system on a subsidized basis. SHORT TERM

c. Require that contracts be established between an agency and taxi company, clearly specifying levels of compensation and standards of service. SHORT TERM

CHAPTER VI

URBAN TRANSPORTATION

What Does It Take To Ensure Access To Transportation

Since we believe the right to equal transportation services for all in Ontario without discrimination of any kind is required by Human Rights legislation, we think it is useful to look at what has happened in the United States. There is relevance for us in the American experience and the decisions of the American Courts.

When the United States government passed the Rehabilitation Act of 1973, Section 504 prohibited discrimination on the ground of handicap in Federally-assisted transportation programs. The Courts have said that in carrying out this statute, the Federal Government may not impose undue financial burdens on recipients of Federal assistance. Under the rule, each locality may choose the type of service it wants to provide to meet regulatory requirements so that, for example, service can be provided by accessible bus, special service, or any combination of the two. Transportation authorities need not provide both fixed-route accessible bus and parallel transit

service, nor must existing rail systems be made accessible. However, there are six essential service criteria that must be met:

- Service for disabled persons must operate during the same days and hours as bus service for the general public.
- Both services must be available in the same service area.
- Restrictions or priorities based on trip purpose are prohibited.
- Special service fares must be comparable with similar trip fares on the general public service and disabled persons cannot be charged more than others for accessible service.
- In demand responsive modes, service must be provided within 24 hours of an eligible disabled person's request for it.
- Anyone who because of handicap cannot use regular bus service must be eligible to use the parallel system.

There is a limit on the required expenditures to meet the above criteria. That limit is 3% of the average of the operating costs of the transit authority over the current and the two previous years.

The U.S. Department of Transport studied systems for disabled persons in seven U.S. cities and looked at data from 53 other systems. They found that, without exceeding the 3% limit on required expenditures, all

cities could meet all service criteria with a fixed route accessible bus system. Cities over 250,000 population could also meet service criteria with a user-side subsidy system (e.g. taxi-voucher system discussed earlier). Cities over one million population could meet the service criteria with a transit-authority operated parallel system and cities with more than 500,000 population come very close. The final rule became effective on June 23, 1986 and set out that within a year from that date each recipient of financial assistance from the Urban Mass Transportation Administration, known as UMTA, must submit a program for approval with the understanding that non-compliance will lead to the withdrawal of Federal funds.

In effect then, the United States have chosen to allow communities to establish parallel or specialised transit services for people whose disabilities prevent their use of the regular bus service, but the services must be equivalent with respect to hours of service, area served, fares and eligibility in order to receive Federal funding.

In the Spring of 1986 the City of South Portland, Maine appealed from a judgement of the Superior Court, that held South Portland in violation of the Maine Human Rights Act because it had purchased inaccessible buses

when the technology for accessible buses was available. To quote from the judgment:

> "The creation of a physical barrier in circumstances where that result could reasonably have been avoided without financial or administrative burden, constitutes an illegal act of discrimination. That result is not altered by the fact that a separate paratransit is provided.... The law, however, protects the rights of the individual. The plaintiffs in this case have demonstrated a violation of their civil rights. They cannot be relegated to a separate system merely because the relief they seek does not solve the multitude of problems experienced by Handicapped persons as a class."
>
> Report of Divisions, Division No. 4113 Law Docket No. Ken-84-498 Maine Supreme Judicial Court.

Although this judgment came from a jurisdiction outside Canada, it provides a strong indication of the direction which Canadian Courts could take using the Charter of Human Rights and Freedoms and Human Rights legislation.

In Ontario, there is presently no specific legislation that communities must provide equivalent transportation service for persons with disabilities. Hours of service, if available, are rarely equivalent and service is not necessarily available to everyone who is physically unable to use the regular system. Only fare equivalency is relatively prevalent.

The Ministry of Transportation and Communications offers subsidies to municipalities who wish to provide specialised transportation services. The decision whether such services will be provided and the level to which they will be provided rests squarely with the municipalities. There lies the root cause of the problems many people face regarding transportation - lack of systemic accessibility. There is no public policy that ensures access to transportation on even an equivalent, let alone an equal, basis across Ontario.

Financial resources, in the form of subsidies at various levels, are available from the province. Technical advice is available through the Ministry of Transportation and Communications and Regulations are in place to ensure reasonable order and safety in the provision of existing services. We have found these programs do exist within the government, but after listening carefully at our public consultations, we do not believe many other people in the community generally know about them. We encourage government to talk about the assistance that is available and to discuss with the community how they can use the resources already available.

It is our belief that existing resources can be brought together within a clearly defined policy framework

which would build on existing systems and achieve, by the year 2010, accessible integrated transportation services across the province. Provincial government funding will have to be made conditional on accessibility of design and equipment over that period to ensure this outcome.

In a report on the Development of A Policy For Serving the Transportation Needs of the Ambulatory Impaired prepared for the Washington Metropolitan Area Transit Authority, the following statement sums up the need for such a policy:

> "One of the major issues...is the need for a...policy framework within which to co-ordinate the policy initiatives of the regional and local jurisdictions in the area... Local planners are left with an unclear sense of how to mesh their local planning for accessible transit with (Metro's) regional service. Every jurisdiction has the need and responsibility to articulate its own policy regarding transit services to disabled persons, particularly as local jurisdictions are assuming more active roles in the provision of public transit and...transit services especially aimed at the disabled user."

If a policy was adopted that funding for transportation equipment and operation provided by the Ontario Government, through any program, were to be made conditional upon new equipment being accessible, the

vision of an integrated accessible system could become reality within the foreseeable future.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

33. Undertake in all Ontario an information sharing campaign to make municipalities, the private sector and voluntary organizations, as well as the general public, aware of existing programs and funding initiatives related to public transportation. SHORT TERM

34. Make funding for vehicle acquisition and other capital investment conditional on accessibility. SHORT TERM

THAT the Province of Ontario:

35. Require all levels of government to commit themselves to the development of an integrated accessible transportation system that will provide equal levels of service to all users. SHORT TERM

What Does Accessibility Involve

An attitude of acceptance of human uniqueness and difference is essential to achieving accessibility. We will not achieve access to transportation unless the people providing services for travellers become aware, through training, of the attitudinal barriers they create. Nor can we have accessible transportation

without accessible terminals. Here are some of the most easily recognized physical barriers an inaccessible terminal presents:

(a) Exterior Access

- Badly signed parking, too far from the building.
- Rough ground approaches to the building.
- Access routes that cross heavy traffic areas.
- Nowhere to rest between your car and the terminal.
- No cues for visually or hearing impaired people.

(b) Interior Access

- Inadequate door width.
- Heavy doors with high handles.
- Narrow passageways.
- Lack of rails in long corridors to help people balance.
- Lack of ramps and elevators.
- Poor lighting.
- Lack of benches.
- Inaccessible washrooms.
- Inaccessible ticket counters and baggage handling facilities.
- Inaccessible luggage lockers.

- o No sound access for hearing impaired persons.
- o Inaccessible telephones and coin change machines.
- o Lack of maps, fare vending and change machine instructions in relief for tactile readers.

(c) Access To Transport

- o No access for hearing impaired by Visual Ear (TTY/TTD) to taxi and other ground services.
- o No visual warnings for emergency alarms.
- o No captioning on video terminals showing aircraft safety procedures for hearing impaired travellers.
- o Platforms at the wrong height.
- o Lack of platform edge cues.
- o Turnstiles.
- o Inaccessible ticket machines (too high).
- o Routing in terminal that changes levels.
- o Existence of steps instead of ramps.

The Canadian Health and Disability Survey notes that the main problems reported are the boarding of trains and difficulties moving within terminals, especially railway stations. On-board seating, inaudible public announcements, poor signage and inaccessible washrooms were also adversely commented upon.

In a publication called Elderly and Handicapped Access - Design Handbook For Stations from the Metropolitan Transit Development Board in San Diego, California, it is put simply and clearly:

> "Transit stations should allow a safe and accessible transition for all people from one transportation mode to another. Design features which will accommodate disabled people also allow a more safe, usable and convenient environment for everyone...."

The BART System (Bay Area Rapid Transit District) of San Francisco is the model everyone looks to for a fully accessible system. This system covers 71 miles, including a transbay tube three and a half miles long. There are 7 surface, 13 aerial and 14 subway stations.

The extra wide electrically operated trains are fully accessible since the gap between the train and platform edges has been designed to allow easy movement of wheelchairs. No system will be perfect, and BART has some problems. However, BART and the Ontario designed and made Sky Train transit system needed for the 1986 World Fair but intended to serve long term transit needs in Vancouver, show that systemic accessibility is possible and is a realistic goal in the years ahead. Certainly these systems confirm our belief that there is no excuse for the design of new transit systems to be based on anything but accessibility.

The Costs of Moving Toward an Integrated Transportation System

When Regulation 504, referred to earlier, was first introduced in the United States, it provoked very strong resistance to the idea of total accessibility. The Regulation was therefore changed, and local authorities have a choice in how they supply transportation. To qualify for federal funding transportation must give equal service to all.

The high cost of making all transportation accessible is the most frequently voiced concern. However, as Ball, Berezowsky indicated in their report Barrier-Free Surface Transportation Terminals - Design Considerations (1978):

> "....Inclusion of design elements in new construction that insure barrier free environments can incrementally increase costs.... (but) In fact, the two most costly transportation solution studies (i.e. retrofitting BART and the Washington Metro) were carried out for 1.6% and 1% of total costs respectively."

What is not always considered is the future cost of providing and operating the specialised services that will be needed to meet the rapidly increasing demand for such services. This demand will come not only from the existing ridership. It will come from those on waiting lists and those currently found ineligible in

Ontario because they are capable of boarding a service even if they are, for all practical purposes, prevented from using or are at considerable risk in using the system. It will also come from those whose needs for specialised services are not being met because of communication barriers. Allowance must also be made for people who do not even apply for service because they know the service cannot cope, as well as for the anticipated increase in numbers of our older population.

The realistic approach to the costs of accessibility is to treat them as capital costs to be amortized over an extended period. Given the labour intensive nature of specialised transportation services, the operating costs of such systems on a per passenger basis are greater than those of regular transit services. The ongoing operating costs of any transportation system are high, but we believe integration will effect some economies of scale.

Another area of concern often raised regarding the costs of accessibility is the question of safety; safety of the disabled person and safety of others travelling with a disabled person. In Barrier-Free Surface Transportation Terminals : Design Considerations, prepared by Ball Berezowsky Associates

in 1978, the following statement is made. It represents a philosophy, known to many of us as "prudent risk", and is endorsed by members of both Councils:

> "Total safety, especially for the handicapped individual, is not presently possible... It is imperative that the physically handicapped individual be allowed to bear a certain level of risk (personal cost), within reasonable limits, rather than unilaterally exclude him from the systems."

It has been said one person's human rights stop one quarter of an inch from those of the next person. We all have a responsibility to exercise our rights with due respect to the rights of others; disabled people accept both the responsibility to show due caution in avoiding putting others at risk and to avoid undue personal risk.

BART has safely carried a total of over 780 million passengers over 6 billion passenger miles with a 94% on-time performance record. All of this has been accomplished by a fully accessible system. In the Southern California Rapid Transit District between July 85 and June 86, over 9 out of 10 of the 29,314 wheelchair boardings were completed successfully, as reported on page 3 of the Accessible Service Year-End Report of RTD in Los Angeles. The majority of the failures to board were attributed to equipment failure.

There is no evidence in the report of failure to board because of accidents involving passengers. These achievements should not be ignored when looking at the question of safety.

In Transport For Disabled Persons it is pointed out that:

> "Special transport services for disabled people will almost invariably appear financially unviable (sic) when assessed in traditional ways, in which the balance between capital operating costs and farebox revenues is the main consideration. Recognition (in both intellectual and financial terms) of the wider socio-economic cross-sector benefits from transport provision-benefits which include both financial savings and improvements to quality of life - is needed for services to be developed."

We believe the time for recognition of the wider benefits has arrived.

We realise that there are other costs associated with equipment maintenance but a world that can put people on the moon will find better ways of putting mobility impaired individuals onto buses, trains and planes. The argument is made that delays to service because of the time taken to board and offload persons whose mobility is impaired are costly, and play havoc with schedules. New York City has successfully operated a large number of wheelchair accessible buses in regular

service. Computerised scheduling is also moving forward rapidly.

Councils' position is that there are many ways of improving accessiblity to transportation. Some are related to basics such as customer relations and equipment. For example, design and operating problems associated with lifts are mentioned frequently as drawbacks to making buses accessible. A study of such problems would benefit many people, including transit operators.

We need to integrate research and development initiatives with existing resources in order to reach a goal of integrated accessible transportation. But the goal should remain and we must remember, as the Ontario Minister of Transportation and Communications said in a speech to the Roads and Transportation Association on September 29, 1986, "We must prepare the system for the future." So-called parallel systems will die of overweight, given the increase in ridership at this time and, as we said at the beginning of this discussion <u>nothing will cost more than doing nothing now</u>.

WE RECOMMEND

THAT the Provincial Government:

36. Ensure research and development initiatives are integrated with existing resources to ensure a focus on the development of integrated accessible transportation in the province. SHORT TERM

37. Work with municipalities and regional transportation systems to develop an integrated accessible transportation system over the long term. LONG TERM

Funding Issues

In a report prepared by the Canadian Urban Transit Association (CUTA) in March 1986, Ontario is said to have 55 specialised transportation services with more coming onstream in the near future. Speaking to the 1986 Annual Meeting of the Canadian Urban Transit Association, the Ontario Minister of Transportation and Communications said "I have directed staff to undertake a full review aimed at developing strategies to provide incentives for municipalities to undertake these needed service improvements." A re-organization of current funding programs will be necessary to achieve this.

At present municipalities providing regular transit services receive 75% of their capital costs from the Government of Ontario. They receive only 50% of eligible capital costs associated with specialised

services. This inequity in capital funding is seen to hinder the development of special needs services. Where vehicles are purchased with provincial subsidy, the province provides a basic operating subsidy of 25% of eligible costs for specialised services. Where vehicles are provided through the service contract with the municipality, the base operating subsidy is 30% and no capital subsidy is paid. A further subsidy of $2.70 per passenger trip is provided and there is supplementary assistance for trips over 9 kilometres. There is a special subsidy rate for costs associated with the operation of vehicles, such as the Orion II, designed to be used by disabled persons. There is also a special subsidy rate for the operating costs of computer systems.

The subsidy of $2.70 per passenger trip can discourage smaller communities considering providing specialised services. You cannot run such a service economically unless you have a sufficient number of passengers to make this extra subsidy meaningful. Smaller services are particularly penalised by this form of per trip subsidization. Larger communities do not face this problem since they draw on a larger population, more of whom are eligible to use specialised services.

For regular services, the municipalities are grouped by size of population and a ratio is targeted of revenue to operating costs. In this way a theoretical percentage of operating costs recoverable from revenues is reached. The basic subsidy granted will be equal to half of the theoretical net cost, as derived from revenue to operating cost targets for each group of municipalities. A municipality is also eligible for a further subsidy if its system's actual net operating cost exceeds the theoretical net operating cost. The difference between actual and theoretical net costs, up to a maximum of 25% of theoretical net cost, is eligible for an additional subsidy at a 25% rate. 75% funding for features to improve accessibility to conventional systems for ambulatory disabled persons is also available. Special subsidies are also available for new or fast growing regular systems, but when all the subsidies are added up, a limit of 75% of the actual net operating cost is applied.

In addition, the Ministry subsidises municipalities to provide specialised service to adjacent municipalities provided that the combined service area forms a single contiguous urban area. This does not help rural or unorganised communities; a co-ordinated regional system would allow funds to flow to these presently unfunded areas.

Reciprocal user arrangements are a condition for obtaining a provincial subsidy for specialised service. However, eligibility criteria vary between communities. Reciprocity for fare concessions for senior citizens using services in two different municipalities, whether regular transit or specialised services, is not universal. Metro Toronto, for example, still does not allow Senior Citizens from other parts of Ontario access to the discounted fares available to Metro residents 65 or older.

Funding for specialised services comes directly and indirectly through several Ministries, such as Transportation and Communications, Community and Social Services, Education and Health. In addition to the direct subsidies paid through the Ministry of Transportation and Communications, the Ministry of Community and Social Services indirectly provides transportation through family benefit payments as well as subsidising transportation in the funded budgets of some service agencies and Homes for the Aged. The Ministry of Health provides ambulance services, as well as a program to assist residents in northern Ontario with travel expenses incurred in connection with obtaining necessary medical treatment. The Ministry of Education funds school bus services.

We feel there would be considerable value in rationalising these various programs and co-ordinating the funding mechanisms as part of any review of transportation services undertaken by the provincial government.

WE RECOMMEND

THAT the Provincial Government:

38. Review and rationalize the existing funding within provincial programs provided by the various ministries and related to the provision of transportation. SHORT TERM

39. Provide funding basic to all components of an integrated transportation system in such a way as to ensure an equal level of service. SHORT TERM

Eligibility Criteria

Specialised transportation services are underprovided in Ontario. Most apply the very strict provincial eligibility criteria. However, as we have heard from consumers, there are many people who do not meet the criteria and are consequently handicapped because all public transit is inaccessible to them and they cannot afford the private alternatives. This situation may arise because municipalities are not aware of the many features which improve accessibility on conventional systems and for which provincial government funding is available.

In the long term, in our vision of an integrated accessible system, the issue of eligibility criteria will have importance for a smaller number of people. In the medium and short term however, we have to deal with the fact that existing services are handicapped because of their inability to provide service to an increasing number of persons who do not meet the basic criteria set by the province, which is that in order to qualify for specialised transportation services the individual must be:

> "unable to board regular transit facilities."

There is a vicious circle here. If the specialised

services use more realistic eligibility criteria, the system gains users and becomes over-crowded and unable to meet consumer demands. Costs rise and the service tightens its criteria, thereby excluding persons who genuinely need it.

Those who do not meet the criteria will likely include people with hidden disabilities (emphysema or epilepsy, for example), cognitive impairments such as Alzheimer's Disease or developmental handicaps. People who require attendants at all other times frequently cannot have the attendant travel on specialised vehicles with them unless the attendant pays an extra fare. In many systems only one "companion" is allowed on the specialised service, which precludes family outings. Present specialised services can rarely respond to requests for service by people who are temporarily incapacitated.

A summary of a brief literature search we carried out regarding the provision of services and the application of eligibility criteria in a number of States, Provinces and Cities in North America can be found in Appendix H.

It is our view that in the short and medium term every effort should be made to make the criteria in Ontario

less restrictive, by removing the "unable to board" requirement, and substituting "unable to use".

If evidence of eligibility is required this should be acceptable from other designated persons as well as physicians. We should not always resort to medical standards since, as has been pointed out already, there are social, economic and recreational considerations around people's need for transportation.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

40.a. Make the criteria for use of specialised services less restrictive by removing the "unable to board" requirement and substituting "unable to use". SHORT TERM

b. Agree that if evidence of eligibility is required for specialised services, this should be acceptable from other designated persons as well as physicians. SHORT TERM

c. Approve the eligibility criteria established by municipalities before providing funding for acquisition or operating costs of specialised services to ensure minimum standards are met. SHORT TERM

Components of Co-ordinated Transportation

Our goal is an integrated fully accessible system; one in which there may be several components designed to provide accessible transportation for all residents in a community.

In our vision the components will vary according to the circumstances of a community but the services will be co-ordinated on a regional basis, and be as equal as possible. Through co-ordination, cost efficient transportation can be provided to people in a flexible way that allows for the particular and unique circumstances of smaller centres and people with special needs.

In addition to Rail and Air transportation, the components of an integrated system may include any or all of the following:

(a) Accessible Rapid transit (Light Rapid or Regular Subway and GO-Transit Trains).

(b) Accessible Regular GO-Transit and Inter-City buses (Kneeling and/or lift equipped).

(c) Accessible Specialized Vehicles (Ramp or lift equipped).

(d) Agency or Institutionally owned and volunteer or staff driven cars and accessible vehicles.

(e) Private cars/vans.

(f) Accessible taxis (private enterprise)

The co-ordination of these components into an integrated system will become possible as accessible equipment is acquired over time. However, we believe specific responsibility for the planning and co-ordination function should rest within one area of the provincial government. This will provide a focal point for input from both transit personnel within government and the consumer.

Since there are other important issues that affect the development of an integrated accessible transportation system, direction and assistance from a number of areas of government will be essential. A Transportation Advisory Committee, to include among consumer groups, disabled persons and seniors should be established.

WE RECOMMEND

THAT the Provincial Government:

41. Ensure that responsibility for the planning and co-ordination function to achieve an integrated accessible transportation system rests within one area of the provincial government. SHORT TERM

42. Establish a Transportation Advisory Committee including consumer groups to assist the Minister responsible. SHORT TERM

(a) Accessible Rapid Transit

As we have learned from the BART system and the Vancouver Sky Train, it is possible to build and operate an accessible Rapid Transit system. The technology is available (Urban Transport Development Corporation) and so is the environmental design, knowledge and ability. Literature, such as the Elderly and Handicapped Access: Design Handbook for Stations, issued by the Metropolitan Transit Development Board of San Diego, California, sets out design guidelines in a simple but comprehensive manner.

The recently revised Ontario Building Code (1986) is another excellent guide to accessibility standards.

It is our position that the capital costs of accessibility should be amortized over a number of years. This is usual with major construction projects and is in accordance with generally accepted accounting principles, whereby such costs are amortized over the useful life of the system. Retrofitting can be phased in over a period of time and all new installations and equipment would incorporate accessibility

automatically in the design process. As replacement of equipment is scheduled, accessible equipment is acquired. This would apply to the GO-Transit Train and bus systems as well.

We know that unless systems are made accessible, the specialised services will have to expand very considerably, incurring both capital and growing operating costs of their own. If systems are integrated and made accessible, there will be cost offsets since the demand for full specialised services will be reduced. It is our expectation that specialised services will, to a large extent, be used as "feeder" lines to main systems, especially where rapid transit is available and accessible. The specialised service would include use of taxis, mini-vans and smaller adapted and accessible vehicles of any kind that could be used to provide short journeys linked to main transportation services. It would also continue to meet the needs for door-to-door service that some individuals will always require.

We acknowledge that creative planning to solve logistical problems will be required, but the BART system indicates solutions are possible.

WE RECOMMEND

THAT the Provincial Government:

43. Ensure that as a system becomes increasingly accessible, specialised services are used as "feeder" lines to main systems, except for those persons who will always require door-to-door service. MEDIUM TERM

44. Phase in over a period of time the retrofitting for accessibility of existing systems. LONG TERM

(b) Accessible Regular and Inter-City Buses

Ontario already has a manufacturer of buses providing an optional kneeling feature in Ontario Bus Industries, located in Mississauga.

Municipalities such as Newmarket and Belleville have acquired kneeling conventional buses for use in regular service. GO-Transit has also recently acquired a number of kneeling buses for its services.

The Orion II ramp equipped kneeling bus is in use in specialised services in various locations such as Toronto, Ottawa-Carleton and the Region of Peel.

Seattle, Washington has prioritized its Metro routes for accessible services on the basis of (1) high general ridership; (2) activity centre coverage (special housing, shopping, medical facilities, education and entertainment centres) and (3) balanced geographic coverage. Seattle has set its objective as 100% accessibility by the year 2000. 53% of their 1085 buses are now accessible and these provide service on 51% of the 193 bus routes.

In Ontario, the Ministry of Transportation and Communications assists with funding for both the acquisition of new transportation equipment and the improvement of accessibility features. Hand rails, extra stanchions and other features, particularly those for hearing and visually impaired passengers, to improve their "ability to use" should be installed as quickly as possible by municipalities and transit authorities.

Some inter-city bus companies now provide a portable step to improve access for passengers and this has received favourable comment. The Accesso-Bus, providing an elevator and accommodation for wheelchair passengers is on the market already and offers great service possibilities.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

45. Require the installation of accessiblility features including those for hearing and visually impaired passengers in all transportation vehicles. SHORT TERM

(c) Accessible Specialised Vehicles

There will always be some persons who cannot use general purpose transportation, either because of the climate or by reason of physical or cognitive impairment. With the increasing use of senior Day-Care Centres, Respite Care Programs, and sheltered workshops, the need for door-to-door or curb-to-curb service will remain and must be met.

Many communities already have vehicles equipped to provide such services; what may be missing is the

co-ordination function to ensure maximum use of equipment and personnel. Computerized scheduling is available; (Metro Toronto is now using a computerized scheduling program for its WheelTrans service as is DARTS in Hamilton Wentworth). We are also aware of a computerized Scheduling/ Brokerage Demonstration Project in Vancouver, sponsored by Transport Canada and B.C. Transit. This project puts particular emphasis on:

> "The best application of micro-computer technology to the personalized form of transportation offered by special services."
>
> Report to the Fourth International Conference on Mobility and Transport for Elderly and Disabled Persons, Vancouver 1986 by J. Stone and T. Geehan

However we understand not all software is technically successful, depending on the size of the system and we believe research and funding should be increased in this area for all eligible and interested communities. Size of transit operation would establish eligibility for computer systems in most cases, but smaller programs to help Regional Co-ordinators should not be over-looked as a means of using technology to improve delivery of human services. Start-up funding to help with the acquisition costs of computer hard-ware and software would be needed and a pilot

project for a small informal regional scheme would be worthwhile.

WE RECOMMEND

THAT the Ministry of Transportation and Communications:

46.a. Promote computerized co-ordination and scheduling of services. SHORT TERM

b. Provide start-up funds to assist with the acquisition costs of computer hardware and software and a pilot project for a small regional scheme. SHORT TERM

47. Recognize that there will always be a need for door-to-door service to be met. LONG TERM

(d) Agency or Institutionally Owned Accessible Buses and Vans

Many agencies or institutions already own accessible vehicles, often provided by local service clubs. We believe these initiatives should not be discouraged, but encouraged by government through modest funding incentives being offered on a regional basis and according to identified needs.

It is frequently the operating costs of such equipment that presents problems to a community, rather than equipment acquisition. As has been indicated already in our discussion of funding, we feel operating funds could be channelled through a Regional Co-ordinator, who would be in a position to assess needs. Subscriber payments, support from local merchants, religious organizations etc., should be encouraged, as we see this as a way of ensuring transportation service in small communities that do not have a large tax base.

WE RECOMMEND

THAT the Provincial Government:

48. Offer modest co-funding incentives on a regional basis to agencies and institutions engaged in fund raising to acquire accessible vehicles. SHORT TERM

(e) Private Cars and Vans, Volunteer or Owner Driver

Reimbursement of out-of-pocket expenses to volunteers and availability of affordable liability insurance coverage would, we believe, encourage volunteer participation in transport-related programs. We would like to see regionally co-ordinated volunteer programs to

improve driver-training, safety standards and cost efficiency without destroying the integrity of existing services.

The availability of accessible vehicles is improving, although we feel research and development in the area of vehicle and safety equipment deserves encouragement. The industry offers manufacturing and employment opportunities, as well as meeting a need.

WE RECOMMEND

THAT the Provincial Government:

49. Encourage volunteer participation in transportation programs by endorsing reimbursement of out-of-pocket expenses to volunteers and access to affordable liability insurance coverage. SHORT TERM

50. Through the Ministry of Transportation and Communications, encourage research and development in the area of vehicle and safety equipment. SHORT TERM

(f) Accessible Taxis

Since the arrival on the streets of Vancouver of accessible, demand-responsive taxi services, much interest has been expressed in the equipment.

Accessible equipment can be purchased, with small ramps. These vehicles can be used by any fare-paying passenger, which allows the operator to use the vehicles for all purposes.

In this respect the municipal licensing authorities should be encouraged to keep the licensing rules for taxi owners as flexible as possible to encourage the acquisition of accessible vehicles. For example, given the higher cost of accessible vehicles it would seem reasonable to allow them a longer operating life than regular taxis, assuming road worthiness tests are satisfactory. The cost of a taxi licence in most large metropolitan centres is substantial. A reduced licence fee for accessible vehicles would provide an excellent incentive to the industry.

We are aware that maintenance costs may be higher with accessible taxis. In the case of the vehicles being used in Vancouver, for example, the fact that the present vehicle is no longer being made makes the future service in the next few years difficult to predict. However, the Ministry of Transportation and Communications recently organized a demonstration in Downsview of available accessible taxi vehicles. This

excellent initiative met a good response and we hope it can be repeated at other locations in the province.

As we have already discussed, an increasing number of communities are using regular taxi service to supplement special needs services. Some, like Pittsburgh, Pennsylvania, through the transit system of the Port Authority of Allegheny County, use taxis to provide 6 a.m. to 12:00 midnight service, seven days a week with a minimum 2 hour advance reservation. All persons may use the service (in accordance with Regulation 504), but subsidies are provided for persons unable to board regular fixed-route services, or persons 65 and older.

Scrip ticket systems, user-side subsidies and discretionary mobility allowances to cover cash paid fares, are some of the payment methods used. Contract Agreements between the service agency and the taxi company should specify the terms and conditions of service. The Kitchener/Waterloo Project Lift mentioned earlier, has such a contract, which is reported to work well for both parties.

We see taxis as a valuable means of supplementing the provision of service. We would like to see further provincial initiatives to make the industry aware of the business potential and equipment availability and wheelchair safety issue.

In 1982 a group of transportation operators in the Chicago region formed an association "With the objective of educating themselves about public transportation and lobbying for a larger role in the delivery of public transportation." (Private Involvement in Transportation for the Disabled: the Chicago Area, C.E. McKnight and Robert E. Paswell presented at the Fourth International Conference on Mobility and Transport for Elderly and Disabled Persons held in Vancouver, B.C. in July 1986). The group of private companies have since formed a Transit Service Corporation to study and pursue a contract to operate special services. Education of the private and public sectors about each other, provision of a forum for sharing concerns, further organization within the private sector and the expansion of private contracting options are seen as some positive

results of an exercise of this nature.

WE RECOMMEND

THAT municipalities:

51. Encourage municipal licensing authorities to make licensing rules for taxi owners more flexible to encourage the acquisition of accessible taxi vehicles. SHORT TERM

THAT the Ministry of Transportation and Communications:

52. Organize further demonstrations of available accessible vehicles, including taxis, across the province. SHORT TERM

THAT the Provincial Government:

53. Undertake further initiatives to enhance the awareness of the taxi industry of the business potential, equipment availability and wheelchair safety issues. SHORT TERM

54. Encourage education of the private and public sectors about each other's roles and services in the provision of transportation through an information sharing forum. MEDIUM TERM

Levels of Service

The most demand responsive levels of service are the most desirable. They are also the most costly and, therefore, very hard to achieve.

In the long term, most people should be able to schedule their own travel knowing a fully accessible service will be available to them. In the short and medium term, however, there are some problems to be resolved.

Few, if any cities can offer the equivalency of service between regular and special needs that Regulation 504 in the United States stipulates must be offered by Transit Systems wanting U.S. Federal funding. Most special services require at least 24 hours prior booking although some offer subscription services for regular users. The level of service to users of specialised services is discretionary to the municipality providing the service. The only guideline given by the Ministry of Transportation and Communications associated with the funding they provide is that:

> "The service provided should be tailored to the reasonable needs of the registrants which may differ considerably from those of the non-disabled. Service hours operated by conventional transit may be used as a guide for determining the extent of service."
>
> Transportation for the Disabled, Ministry of Transportation and Communications - See Appendix C.

Unfortunately, all too often this guideline is interpreted to mean that "reasonable" disabled persons

require service only between 9 a.m. to 6:00 p.m., 5 days a week, and that they can afford to wait 1, 2 or even 3 days for a ride to their appointments, with no guarantee they will get home later.

The sooner transportation services are co-ordinated, the sooner these inequalities in provision of service can be eliminated. Improvements to the availability of service and the operating hours have to be achieved immediately.

Although trip prioritisation is not desirable, in the short term to some extent, it is necessary. It should be possible for the specialised services to offer guaranteed regular service to meet all subscription users' needs . This would cover trips for all regularly scheduled activities (work, social, medical). Several failures to show as a scheduled passenger would mean loss of such subscription rights.

Having expressed our wish to see equivalency in service delivery, we must caution that for some people even equivalency still presents problems. If there is no regular holiday transportation service, for example, then theoretically there would be no specialised services either. Quality of life must then become a consideration in this issue. Most of us, with no

regular holiday bus service, can walk to wherever we want to go; some of us do not have that choice.

In this respect it is pertinent to note that in Tharp v Lornex Mining Company, a Board of Inquiry appointed under the British Columbia Human Rights Code in 1975 stated:

> "It was contended that there could be no discrimination where everyone received identical treatment. We reject that contention. It is a fundamentally important notion that identical treatment does not necessarily mean equal treatment or the absence of discrimination. We would add only that the circumstances of this complaint graphically illustrate the truth of this important notion."

(This complaint arose when Lornex Mining Company made its camp site accommodation available to women as well as men but made no structural alterations to the bunk-houses so that any female employee would be required to share toilet and shower facilities with male residents.)

We feel that by offering encouragement to the taxi industry to acquire accessible vehicles, and increasing the subsidized use of regular taxis for those who are less severely mobility-impaired, some of the pressure on specialised services can be eased.

We also believe that improvements in the computerizing

of schedules for special services in urban areas will help by improving the efficiency of the service. It will permit more multiple passenger trips, with common pickup and/or destination points. The present widely used average of two passengers per vehicle hour surely can be improved on. This will give schedulers more time to deal with customers and provide more efficient use of service.

WE RECOMMEND

THAT the Provincial Government:

55. Establish minimum service standards for delivery of specialised services. SHORT TERM

CHAPTER VII

RESEARCH & DEVELOPMENT

Continuing research and development should be integral to all aspects of transportation. Provincial and national boundaries should not prevent the exchange of information, ideas or technology and we believe it is essential that technology developed outside Ontario should be examined in the development of provincial projects.

Technology can be very effective in improving the quality of life of seniors and persons with disabilities but it must be affordable and usable. Consumer input is therefore very important, not only as a means of acquiring information from consumers but also as a means of educating them in the application of the technology.

As we have discussed, attitudinal barriers are as great a problem as physical barriers to the achievement of full accessibility. For this reason, research is needed in areas other than the strictly technical aspects of transportation. We recommend that research and development should be directed at, or continued in,

the following areas related to transportation for the people whose interests we represent:

1. Improved lift and/or ramp technology. We consider the current equipment still to be mechanically inadequate. Operating reliability, maintenance costs and speed of operation are consistently reported problems.

2. An efficient, possibly retractable, lower step for buses.

3. Improved bus shelter and bench design.

4. Improved and more reliable escalators, ideally accessible to mobility aids, including baby strollers.

5. Improved and efficient mobility aid tie-downs and occupant restraint systems to allow greater flexibility in adjustments to meet individual requirements in a safe, secure, dignified and speedy manner. Three-wheel mobility aids, such as the MOBIE should be included in this research.

6. Review of the usefulness and necessity of wheelchair tie-downs on Rapid Transit Systems.

7. Mobility aids, including light wheelchairs and/or transfer chairs for use on board trains and planes.

8. Attitudinal studies, including ongoing evaluation, with respect to user skills in the field of transportation equipment and education required to remove attitudinal barriers to accessibility.

9. Accessible vehicle design, construction and adaptations. We feel it would be appropriate for work to be undertaken with respect to the problems identified on p.18 of the Ministry of Transportation and Communication Survey of the Driving Needs of Licensed Disabled Drivers in Ontario.

10. Improvements in size, weight and travel safety features of batteries for mobility aids.

11. Wheelchair construction with respect to safety on impact, practicality and safety of tie-downs and ability to access all lifts.

12. Improved Public Announcement Systems on Transit Vehicles and in terminals to improve accessibility.

13. Expanded computer software programs for rural and urban use for transportation scheduling, including user-friendly programs that allow access by the community, either from home or local terminal.

14. A study to determine the need and efficiency of safety equipment (i.e. brakes, lights etc.) for personal mobility aids.

15. Development or possible importation of accessible vehicles able to be driven by persons with varying degrees of disability should be expedited.

16. Improvement and expansion of disabled driver training/awareness programs.

17. A small-scale computer assisted brokerage project to test the regional model for delivery of transportation services.

18. More efficient, low cost FM dispatch systems to speed service delivery.

19. Emergency exit hardware.

20. Development of tactile and visual information systems appropriate for visually impaired and hearing impaired persons in transportation facilities.

We know activities in vehicle design and adaptations are being undertaken by both Transport Canada and the Ministry of Transportation and Communications in Ontario, as well as the Ministry of Industry, Trade and Technology. We congratulate them on their initiative and responsiveness to community needs and encourage them to move ahead as quickly as possible.

WE RECOMMEND

THAT the Provincial Government:

56. Initiate and undertake ongoing research and development in the areas identified. MEDIUM TERM

CHAPTER VIII

CONCLUSIONS

In this Report the members of the Ontario Advisory Council on Senior Citizens and the Ontario Advisory Council on the Physically Handicapped have described a vision of transportation in Ontario which we all believe is achievable by 2010.

We have described the basis of our vision, which is to improve transportation services by enabling all systems to provide access to and use of transportation by all persons in a dignified manner. We have indicated our belief that the lack of accessibility creates a handicapping environment and violates the human rights of many Ontario citizens. It also perpetuates systemic discrimination and prevents total integration.

The views of consumers, as expressed to members of both Councils, are represented in this report and are essential to the discussion. We believe these comments justify the suggestions and recommendations we have jointly made in examining rural and urban transportation issues. We hope we have provided a blue

print that will guide and encourage communities seeking ways to resolve their transportation problems and achieve their vision of transportation services.

The recommendations for research and development will, we hope, encourage governments in their endeavours to identify specific consumer problems associated with transportation.

Dr. Bruce Halliday spoke to the Third International Conference on Mobility and Transport of Elderly and Handicapped Persons in October 1984 on the Canadian approach. Among other things, Dr. Halliday pointed out that the "Charter of Rights and Freedoms goes beyond the legislative and political realities of human rights, and addresses social, economic and cultural rights...political and legal rights confer the necessary framework from which other rights evolve, responding to perceived needs and new realities."

We believe that among the rights that have evolved from The Charter of Rights and Freedoms and the Ontario Human Rights Code is the right to equal treatment with respect to transportation services. This right responds to the perceived needs of those citizens who have contacted us and confirmed our belief in that new reality where increased mobility is not enough.

What is needed in Ontario is an integrated transportation system that may have many components, every one of which will be fully accessible to as many people as possible. Only such a system will guarantee that everyone in Ontario has "The freedom to move."

XXXXXXXXXX

APPENDIX A

GLOSSARY OF TERMS

The following is a list of terms which are used throughout the report.

ACCESSIBLE
: In a physical sense, accessible means to be able to be entered, egressed and used safely by all persons. In the wider sense, accessibility is an attitude of acceptance of human differences.

ACCESSOBUS
: A bus designed to be usable by all persons.

AMBULATORY PASSENGER
: A passenger who boards the vehicle and who requires a seat to be provided.

ATTENDANT
: A person who accompanies a passenger to assist the latter in whatever manner is appropriate.

BARRIER FREE
: Designed and constructed so that all features are usable by all persons.

COUNTY
: Is a municipality which is a federation of the towns, villages and townships within its boundaries. Each of the participating local municipalities in the county has an elected council, and designated members of all of these councils combine to form the county council. The county is responsible for a limited number of functions, with major roads being the most important one. The local councils are responsible for the majority of municipal functions.

CURB-TO-CURB
: Service policy whereby the driver of the vehicle will assist a passenger from the curb in front of the building where the journey commences to the curb of the building where the journey ends.

DEMAND RESPONSIVE TRANSIT
: A type of transit service characterized by flexible routing and/or scheduling of vehicles in response to demand.

DISABILITY

Any restriction or lack of ability to perform an activity in the manner or within the range considered normal.

DOOR-TO-DOOR TRANSPORTATION SERVICES

A service policy whereby the driver of the vehicle will assist a passenger from the door of the building where the journey commences to the door of the building where the journey ends.

ELEVATOR

A device which transports individuals from one level to another.

ELIGIBILITY CRITERIA

A standard which individuals have to meet before being allowed to use specialised transit services.

FARE

The authorized amount (whether cash, ticket, token, pass or valid transfer) paid for a ride on a transit vehicle.

FUNCTIONAL LIMITATIONS

Constraints placed on individuals because of disability.

HANDICAP

A disadvantage for a given individual, resulting from an impairment or disability that limits or prevents the fulfillment of a role that is normal, depending on age, sex, social and cultural factors.

HANDICAPPING TRANSPORTATION SYSTEM

A service that cannot be used, because of attitudes or physical design, by all members of the community.

IMPAIRMENT

Any loss or abnormality of psychological, physiological or anatomical structure or function.

INTEGRATED TRANSPORTATION SYSTEMS
A combination of services which are able to be used by all members of the community.

LARGE TRANSPORTATION SYSTEM
A service which is located in an urban centre, is usually government funded and is perceived by the general public as an alternative mode of transportation to private vehicles.

LEVEL OF SERVICE
A series of characteristics that indicate the quality and quantity of transit service.

LIFT
A device which raises and lowers a platform to accommodate entrance and exit of persons in wheelchairs and others with mobility needs.

LOCAL MUNICIPALITY
A city, town, village or township.

LONG TERM GOALS
Recommendations that should be implemented by the year 2010.

MEDIUM TERM GOALS
Recommendations should be implemented within 10 years.

MIDDLE ELDERLY
People aged 75 to 84.

MOBILITY
The ability to move from place to place.

MUNICIPALITY
Is an area whose inhabitants are incorporated. Its powers are exercised by a council composed of elected individuals.

OLD ELDERLY
People aged 85 and up.

PARALLEL TRANSPORTATION
A general name for a class of transportation services offering a more flexible and personalised service than conventional, fixed route transit but not including private, exclusive use systems such as a private car, exclusive ride taxi or chartered bus. Includes demand responsive transit systems such as a dial-a-bus and shared-ride taxi.

PRUDENT RISK

The right to determine what risks one is prepared to assume to become integrated in society.

PUBLIC TRANSIT

The general term used to identify buses, subways, fixed rail vehicles and any other type of vehicle available to the public which moves relatively large numbers of people at one time on fixed routes.

RAMP

A sloping device that allows access to and egress from buildings and vehicles, particularly those designed for use by persons using mobility aids.

REGIONAL MUNICIPALITY

A municipality created by a special act of the Ontario Legislature, and is a federation of all the local municipalities within its boundaries. Each of the local municipalities in the region has an elected council, and designated members of all of these councils combine to form the regional council.

RETROFIT

To equip an existing vehicle or building with new parts, equipment or design features to make it accessible to as many persons as possible.

RURAL TRANSPORTATION SYSTEM

A service which is located in a non-urban area, can be but may not be government funded, with a clearly defined group of consumers.

SCHOOL BUS

A bus usually employed to transport students between home and school.

SHORT TERM GOALS

Recommendation which should be implemented within 5 years.

SPECIALISED COMPONENT OF AN INTEGRATED TRANSPORTATION SYSTEM

A service within a larger system which provides services to enhance the accessibility of the greater system to all community members.

UNORGANIZED TERRITORY

In the strict legal sense, means that part of Ontario without county organization. In practice the term is generally used to describe those parts of the territorial districts which have no municipal organization of any kind.

URBAN TRANSPORTATION SYSTEMS

As defined in Ontario's Public Transportation and Highway Improvement Act: any service for which a fare is charged for transporting the public by vehicles operated by or on behalf of the municipality or a local board thereof, or under an agreement between a municipality and a person, firm or corporation and includes special transportation facilities for physically disabled persons, but does not include transportation by special purpose facilities such as school buses or ambulances.

YOUNG ELDERLY

People aged 65 to 74.

VOLUNTEER

A person who offers to provide services of their own free will.

APPENDIX B

AREAS OF RESPONSIBILITY FOR TRANSPORTATION

Air Travel

The federal government has exclusive legislative jurisdiction over air transportation; the province builds and operates airports in the remote north and gives financial assistance to many municipalities, which establish and operate airports.

Marine Travel

The federal government has legislative jurisdiction over things such as navigation, but the province has that jurisdiction over intra-provincial ferries and operates some ferries as part of the provincial highway system. Municipalities also operate local ferry systems.

Rail Travel

The federal government has legislative jurisdiction affecting inter-provincial rail and works declared to be for the general advantage of Canada as a whole. The province has intra-provincial legislative jurisdiction, which covers the Ontario Northland Railway. The province's GO trains are operated under contract with the CNR and CPR. The province also shares in the funding of grade separations. Municipal governments are not involved in rail travel.

Intercity Bus

This is a particularly complicated area, where the federal government has legislative jurisdiction regarding inter-provincial services, but licensing of the service is delegated to a provincial tribunal. The federal authorities also govern new vehicle standards. The province also has direct legislative jurisdiction which covers intra-provincial bus travel. In effect the province is involved in the regulation of buses

which cross municipal boundaries with fare-paying passengers. Both rail and bus aspects of GO Transit and Ontario Northland are provincial areas of responsibility.

Municipalities sometimes extend their transit operations beyond the municipal boundaries and provide charter service.

Transit

The federal government has no responsibility for local transit. The provincial legislative jurisdiction covers the crossing of municipal boundaries and the provision of commuter services through GO Transit. The province provides financial and technical assistance to municipal transit, including what has been called parallel or specialised transit for persons with physical disabilities. M.T.C. encourages municipalities to provide specialised transit services to adjacent municipalities, and in 1983, exempted them from the previous requirement of obtaining a public vehicle (PV) licence if the vehicle crossed a municipal boundary.

The local municipality has legislative jurisdiction over taxis, limousine services, etc., and primary responsibility for the establishment and operation of public transportation services, including specialised transit.

Automobiles

The federal government has legislative jurisdiction over new vehicle standards and carries out research and development in this area. Through the Highway Traffic Act, the province has legislative jurisdiction over such matters as the rules of the road, speed limits, vehicle licensing, in-use vehicle and equipment standards, classified driver licensing, which includes driver testing, and special vehicles including wheelchairs.

Municipalities have legislative jurisdiction over important community issues such as parking, speed limits in town, and parking permits for persons with physical disabilities.

In general the provincial responsibility for transportation rests with the Ministry of Transportation and Communications, who administer many programs in addition to providing and maintaining the highways of Ontario.

APPENDIX C

TRANSPORTATION FOR PHYSICALLY DISABLED PERSONS

POLICY SUMMARY

INQUIRIES SHOULD BE DIRECTED TO:

Ministry of Transportation and Communications,
Transit Office,
3rd Floor, West Tower,
1201 Wilson Avenue,
Downsview, Ontario.
M3M 1J8

POLICY DEVELOPMENT

Background

During the early 1970's, the Government of Ontario became increasingly aware of problems in general, and transportation problems in particular, of physically disabled persons. This led, in 1974, to a study by the Ministry of Transportation and Communications to investigate how urban transportation services for physically disabled persons in Ontario might be developed or improved. The study was coordinated with the Secretariat for Social Development, the Ministry of Health, and the Ministry of Community and Social Services. Some basic conclusions of the study were:

1. significant numbers of physically disabled persons cannot use conventional public transportation services;

2. many disabled persons can use conventional public transportation with some difficulty;

3. alternatives to conventional public transportation have a high cost to the user;

4. during peak periods taxis are not always available;

5. friends and relatives of disabled persons were relied upon for support on a continuing basis;

6. the attainment of greater mobility removes one of the several barriers preventing disabled persons from being fully integrated into society.

It was also concluded that the varied interests and needs of disabled persons could be better served through the provision of a parallel service rather than through the requirement that all classes of public transportation be made accessible. This would provide the greatest amount of mobility to disabled persons and could be provided and added to as necessary within the shortest period of time.

Pilot Project

In October of 1976, the Ontario Government, through the Ministry of Transportation and Communications, initiated a two year pilot project for the provision of public transportation for physically disabled persons. The purpose of this pilot project was to:

a) identify the demand for trips by physically disabled persons;

b) identify the costs associated with the various alternative methods of providing transportation for physically disabled persons (specially equipped vans, passenger cars, taxi, etc.) and,

c) determine the appropriate nature and extent of provincial involvement and financial participation in the provision of public transportation services for physically disabled persons.

The pilot project was undertaken in five Ontario municipalities - Metropolitan Toronto, Ottawa-Carleton, Sault Ste. Marie, Peterborough and Chatham. These cities were selected on the basis of a representative cross-section of Ontario municipalities of varying population sizes and geographic locations. The populations ranged from a modest 38,000 in Chatham to well over two million people in Metropolitan Toronto. Each of these communities were providing some form of public transportation for physically disabled persons before the pilot projects were initiated. The monitoring of the five pilot projects, as well as observations of other systems, both in Ontario and in other parts of North America, led to the introduction of the Ministry Program in July, 1979.

Program Scope

This program financially assists municipalities providing parallel transit service for physically disabled individuals, who regardless of age, are unable to board conventional transit facilities.

Some of the influencing factors considered in the development of this program were:

Firstly, that transportation is for all eligible residents and is not a social service.

Secondly, the objective of the program is to increase the mobility choices for physically disabled persons so they may integrate into the community to perform normal functions.

Thirdly, consideration was given to the rather unique mobility limitations, in our environment, of distance, terrain and climatic conditions.

It was felt that public funds must be spent efficiently, although low cost alone should not be the only determining factor. Operational considerations focused on the objectives of safety, convenience and economy.

The time required for implementation was an influencing factor; a parallel service can be implemented more quickly than retrofitting conventional transit facilities.

At the same time, municipalities were encouraged to improve accessibility of their conventional transit systems for ambulatory disabled and elderly passengers. More specifically, the following items are eligible for 75% capital funding under the conventional transit program:

- Benches;
- Extended stairway handrails;
- Ramps and curb cuts;
- Coloured and textured floor markings in rapid transit station areas.

WHO THE SERVICE IS INTENDED FOR

This policy of provincial support for the provision of transportation for physically disabled persons is intended to assist municipalities to provide service to those individuals who, regardless of age, are unable to board regular transit facilities. This eligibility must be determined and enforced by the municipality. This could be done through professional verification of a person's inability to board regular transit facilities which can in turn be ruled on by an eligibility committee or a municipal official.

WHO CAN APPLY FOR FINANCIAL ASSISTANCE

Funding for transportation for physically disabled persons is not limited to those municipalities with existing conventional public transportation; funding is available to any municipality wishing to provide this type of service. Funding must, however, be requested directly by a municipality for services operated by, or on behalf of the municipality, or under an agreement between the municipality and a person, firm or corporation.

HOW IS FUNDING APPLIED FOR

The method of applying for provincial assistance and a description and examples of the forms necessary are contained in the Municipal Transit Manual for the Transportation of Physically Disabled Persons. The Manual and necessary forms are available to municipalities and can be obtained by writing to:

Ministry of Transportation and Communications,
Transit Office,
3rd Floor, West Tower,
1201 Wilson Avenue,
Downsview, Ontario.
M3M 1J8

WHO SHOULD OPERATE THIS SERVICE

In the previous section entitled "who can apply for financial assistance", it was indicated that services may be operated by a municipality directly or on their behalf. There are a variety of ways to provide a specialized transportation system for physically disabled persons, some of which are listed below:

- concerned citizens;
- non-profit organizations,
- contractors specializing in this form of transportation;
- taxi companies;
- municipal departments;
- transit departments, commissions or transit contractors.

A system may be comprised of more than one of the above mentioned. In Metropolitan Toronto the service is operated by a specialized contractor under contract to the Toronto Transit Commission and direction of an advisory committee. In Kitcherer-Waterloo, the service is managed on a day to day basis by members of a non-profit incorporated board. Both Kitchener and Waterloo support the service financially and have municipal representation on the board.

A municipality will find it useful to establish an advisory committee of interested or qualified citizens, including members from various municipal departments such as transportation, transit, social services, planning, etc. to aid in setting guidelines for the operator. Some of the functions of the committee would be to review existing services in the community to determine the best operator of the service, determine if any coordination of services is possible, review applications for the disabled, set services standards, determine operating policies, etc.

WHAT IS THE LEVEL OF FUNDING

The former subsidy mechanism of funding, combined capital and operating costs at a single rate up to specified per capita ceiling amounts, has been modified to further promote the efficient and productive provision of service.

The revised funding mechanism was introduced with an effective date of January 1, 1984, and the current subsidy particulars are noted below:

Eligible capital costs incurred by municipalities are subsidized at the rate of 50%.

Provincial operating subsidy is comprised of two components -- "Basic" and "Passenger Based". Where service is provided utilizing vehicles purchased with Provincial funding assistance, operating subsidy amounts to 25% of eligible costs (Basic) plus $2.70 per passenger trip (Passengber Based). Additionally, the replacement of vehicles will be considered as an item eligible for capital subsidy.

In some cases service is provided on behalf of the municipality through an approved contractual agreement utilizing vehicles which were purchased without Provincial funding assistance. In these types of operation the "Basic" component of operating subsidy is 30% of the total eligible costs, while the "Passenger Based" subsidy rate remains at $2.70 per passenger trip.

WHAT COSTS ARE ELIGIBLE FOR FUNDING

All capital and operating costs properly incurred by a municipality in the provision of service are considered subsidizable. To ensure the availability of Provincial funding in a given year, a municipality must submit its proposed expenditures and have them approved through the Ministry of Transportation and Communications' budgetary and allocation processes.

It should be noted that the cost of providing service entirely within the municipality is subsidizable. Additionally, service to an adjacent municipality may be subsidizable provided that the combined service area forms a single contiguous urban area and the prior approval of both the adjacent municipality and the Ministry of Transportation and Communications has been issued.

Financial donations received by a municipality and expended by it for transportation services or capital items may be used by the municipality to offset or augment its share of the cost of the service. No prior ministerial approval is necessary in order to use financial donations in this manner. Donations, in kind, for capital items or operational services, may be used by a municipality to offset the service costs, however, they will not be evaluated by the Province for inclusion as expenses.

WHAT LEVEL OF SERVICE IS APPROPRIATE

A municipality may provide whatever level of service it feels is appropriate. Generally speaking, the service provided should be tailored to the reasonable needs of the registrants which may differ considerably from those of the non-disabled. Service hours operated by conventional transit may be used as a guide for determining the extent of service.

WHAT FARE SHOULD BE CHARGED

At least the published fare rates of the municipal transit system, or $0.50 per one-way trip in municipalities without a transit system.

RECIPROCAL TREATMENT OF REGISTRANTS

When participating in the Provincial funding program, a municipality agrees to recognize the eligible status of non-residents duly registered in other participating municipalities. A registrant in one participating municipality may, therefore, request service in all other participating municipalities.

FUTURE DEVELOPMENTS

On the premise that we can always improve on what we do, one of the requirements for funding is that certain basic, yet important statistics, be maintained. It is intended that these will be used for program monitoring. They will not be any more detailed or onerous to maintain than those which would normally be required for the proper management and development of the system. These statistics and the form in which they are to be submitted to the Ministry are detailed in the Manual previously referred to.

TRANSPORTATION PROGRAM FOR PHYSICALLY DISABLED PERSONS
TERMS OF 1986 SUBSIDY POLICY

CAPITAL

Eligible capital costs properly incurred by municipalities will be subsidized at the rate of 50%.

OPERATING

1) **Specialized Computer Assisted Scheduling and Dispatching**

Under certain conditions, primarily resulting from the size and geographical coverage of the service area, a municipality may require a computer assisted scheduling and dispatching system. With proper justification and subject to prior Ministry approval, the operating costs associated with the scheduling and dispatching function may be segregated and subsidized at the rate of 50%. In such cases, these costs will not further be subsidized under any of the following items.

2) **"Basic" Component**

Where the cost of acquiring vehicles has already been subsidized through this Provincial funding program, associated eligible operating costs will be subsidized at the rate of 25%.

Where the acquisition of vehicles is undertaken without benefit of this Provincial funding program, associated eligible operating costs, including annualized vehicle costs, will be subsidized at the rate of 30%.

3) **"Passenger Based" Component**

This component of operating subsidy will be calculated by multiplying the number of eligible passenger trips (excluding those made by attendants) by $2.70.

4) **Trip Length Consideration**

A trip length factor may be applied to increase the "Passenger Based" component of operating subsidy. The factor will be determined by dividing the average passenger trip length in km by 9 km. The factor will be limited to a maximum value of 1.4 and, furthermore, the resultant sum of "Basic" and factored "Passenger Based" subsidy may not exceed 50% of the actual net operating cost (where net operating cost equals eligible operating cost less all revenues except charitable cash donations).

5) Specialized Vehicle Subsidy

Costs associated with the operation of specialized vehicles designed specifically for transporting physically disabled persons such as the Orion II, will be subsidized at the additional rate noted in the following chart:

Year	1986	1987	1988	1989
Additional Subsidy Rate	4%	3%	2%	1%

6) **Subsidy Ceiling**

Notwithstanding any of the foregoing, the total operating subsidy payable to a municipality shall not exceed 75% of the actual net operating cost.

NOTES: i) The "minimum operating subsidy payable" clause, introduced in 1984, **has been deleted.**

ii) Further details on the subsidy terms, together with revised reporting and subsidy claim forms, will be forwarded in due course through the issuance of Ministry Directives or revisions to the Municipal Transit Manual for the Transportation of Physically Disabled Persons.

V. MODEL PARKING BY-LAW

THE MUNICIPALITY OF _____

BY-LAW NO._____

A By-law to authorize certain parking, standing and stopping of vehicles operated by, or carrying, physically handicapped persons, and the issuing of permits in respect thereof.

THE COUNCIL OF THE CORPORATION

OF _____

ENACTS AS FOLLOWS:

1. In this By-law,

   a) "designated parking space" means a parking space(s) designated for the sole use of vehicles on which a permit is properly displayed, and identified by a sign bearing the markings and having the dimensions as shown in figure 3.

   b) "Municipality means the (name of the region, city, town, village or township).

   c) "permit" means a permit issued under this by-law to a physically handicapped person by the Municipality for a period not exceeding five years, or a permit issued under the terms of a similar by-law of another municipality in Ontario.

d) "physically handicapped person" means

(i) a person who is physically handicapped in such a way that his or her mobility is seriously restricted, including, among others, a person who uses a wheelchair, crutches, braces or other mobility assisting devices, or

(ii) a person who is qualified to hold and does hold a permit issued by another municipality in Ontario.

2. The (Title of Officer) of the Municipality is hereby authorized to issue permits to physically handicapped persons and to revoke such permits where the holders are not physically handicapped persons or they have been convicted of offences under this or a similar by-law.

3. Permits issued under this by-law are not transferable and no person, other than a physically handicapped person, shall acquire or use a permit.

4. No person shall use a permit other than in the manner provided for in this by-law.

5. A permit shall be used by displaying it,

a) affixed to the sun visor on the driver's side of the vehicle with the visor turned down; or

b) on the driver's side of the dashboard of the vehicle

in such a manner that it is readily visible from outside the vehicle.

6. Notwithstanding the provisions of any other by-law of the Municipality and notwithstanding the display of authorized signs to the contrary, the driver and owner of a vehicle on which a permit is properly displayed are exempted from observance of the following prohibitions:

NOTE: 1. Pertinent examples are listed in figure 2.

2. The term "designated parking space" will be utilized in this section of the by-law in terms of on-street and off-street applications.

7. Any person violating any of the provisions of this by-law shall be subject to a penalty of $_____, exclusive of costs.

8. This by-law shall come into force and take effect on the day of final passing thereof.

(Seal)

_____

(Head of Council)

_____

Clerk

FIRST READING:

SECOND READING:

THIRD READING:

Appendix 'A'

Designated Parking Guidelines

a) General

A parking space reserved for the sole use of a vehicle operated by or carrying a physically disabled person should be:

i) hard surfaced;

ii) level (avoid steep slopes);

iii) of a width 3.7 metres (12');

iv) placed so as to be accessible to physically disabled persons whether via ramps, depressed curbs, or other appropriate means;

v) placed with sufficient clearance around the vehicle, in terms of other vehicles, or obstacles such as light standards, waste receptacles, etc.;

vi) identified by the authorized sign as indicated in figure 1.

b) On-street Parking

Designated on-street parking spaces should be located to minimize the distance to building entrances and exits, preferably within 30m (100') and should allow immediate access to sidewalks. The following items should be carefully considered when determining the number and location of such parking spaces: - type of facilities within a city block - commercial, medical, government;

- length of city block;
- total number of parking spaces within city block.

c) Off-street Parking

A designated off-street parking space should allow immediate access to a walkway without requiring a person to pass behind parked cars or across traffic. Preferably, the designated space(s) should be located at the "open end" of a row of spaces in order to provide the necessary clearance. In this case, a parking space of normal width may be sufficient. Considering that many physically disabled persons drive their own vans, operators of public parking facilities should be discouraged from placing crossbars at entrance(s) to prohibit such vehicles (particularly those with a raised roof) from using the facility.

As outlined in the previous paragraph, several factors should be considered when determining the number of spaces to reserve for physically disabled persons in off-street parking facilities:

- total number of spaces,
- facilities in proximity to the parking lot or structure.

Generally speaking, it has been suggested that at least 1% of the parking spaces be reserved for disabled persons. The practicality of applying this guideline in terms of public parking facilities with a limited number of spaces, i.e. Mac's Milk Store, etc. is questionable. As an example, the Regional Municipality of Ottawa-Carleton utilizes the following chart in determining the number of spaces:

Total number of Spaces in Parking Facility	Minimum Number of Spaces to be Reserved for Physically Disabled Persons
1-19	0
20-99	1
100-199	2
200-299	3
300-399	4
400-499	5
500+	6

While the number of spaces provided for in the above chart seem acceptable, owners and operators of public parking facilities with less than 20 spaces should be encouraged to make allowances for physically disabled persons.

Appendix 'B'

The figures listed below may provide some guidance to municipalities in terms of the approximate numbers of persons to whom a parking program might apply.

- 7-8% of the provincial population is physically disabled
- 5% of the urban population have mobility problems, of these:

  24.4% use mechanical aides

  5.6% use wheelchairs
- data regarding current (November 1981) experience in several municipalities that have implemented parking programs:

Municipality (Date Implemented)	Eligibility Definition	No. of Registrants	% of Urban Pop'n
Metro Toronto (November 1979)	Any person who is permanently confined to a wheelchair or who is restricted to the permanent use of crutches or braces and who is permanently disabled in such a way that his or her mobility is seriously restricted.	780	(0.04)
Ottawa-Carleton (January 1981)	A person who suffers from a permanent or temporary disability rendering it difficult or burdensome to walk and who has been issued a physically handicapped permit by the Transportation Commissioner.	800	(0.15)

Municipality (Date Implemented)	Eligibility Definition	No. of Registrants	% of Urban Pop'n
Windsor (Spring 1980)	Any person who is permanently confined to a wheelchair or restricted to the permanent use of crutches or braces.	203	(0.10)
Cambridge (June 1980)	Any person who is permanently confined to a wheelchair, restricted to the permanent use of crutches or braces or otherwise permanently disabled in such a way that his or her mobility is seriously restricted.	57	(0.08)

PERMIT No.
No. PERMIS.....

Date Issued
Délivré le.....

Expiry Date
Expire le.....

Issued To
Détenteur.....

.....

.....

.....
Authorized By/Autorisé par

SAMPLE
ECHANTILLON
PERMANENT PERMIT
PERMIS PERMANENT

PERMIT No.
No. PERMIS.....

Date Issued
Délivré le.....

Expiry Date
Expire le.....

Issued To
Détenteur.....

.....

.....

.....
Authorized By/Autorisé par

SAMPLE
ECHANTILLON
PERMANENT PERMIT
PERMIS PERMANENT

FIGURE 1

EXAMPLES OF EXEMPTIONS

Parking permitted for a period not to exceed _____ hours unless otherwise posted.

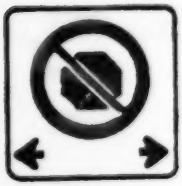
When on-street meters are in operation, parking permitted without payment of fee for extended period not to exceed _____ hours.

NOTES:

1. Generally speaking, parking is not permitted during rush hours, on emergency or snow removal routes, in tow-away zones in front of driveways, on bridges, beside fire hydrants, within 100 feet of a corner, at bus stops, or any other location where parking would create an obvious hazard or impediment.

2. Consideration should be given, however, to permitting standing and stopping of vehicles while engaged in receiving or discharging passengers, i.e.:

Standing permitted to board or discharge passengers except during rush hours (as above).



Stopping permitted to board or discharge passengers except during rush hours (as above).

FIGURE 3

- Municipalities with existing specialized public transportation services funded by Ontario Ministry of Transportation and Communications.

NOTE: Including following Municipalities not shown on map.

- Dryden
- Jaffray & Melick
- Keewatin
- Kenora
- Sault Ste. Marie
- Thunder Bay
- Timmins

APPENDIX E

PETERBOROUGH INFORMATION CENTRE AND VOLUNTEER BUREAU

DRIVING SERVICE

JOB DESCRIPTION OF VOLUNTEER DRIVER

1. Position : Driver for Driving Service.

2. Staff Advisor: Co-ordinator of the Driving Service.

3. Purpose: To provide rides for patients to and from medical, dental, and hospital day care appointments (registered with the Driving Service).

4. Term: Minimum of six months.

5. Major Responsibilities:

    1. To provide rides for clients to and from medical, dental and hospital day care appointments.

    2. To notify the Volunteer Bureau if unable to carry out the assignment.

    3. To maintain confidentiality of service.

6. Responsible to: Co-ordinator of the Driving Service.

7. Time Required: Minimum of one drive per month.

8. Qualifications:

    1. Enjoy working with people.

    2. Maintain car in good working condition.

    3. Possess a valid driver's licence.

    4. Have a minimum of $500,000 Liability coverage (strongly recommend $1,000,000).

    5. Notify Insurance Company of involvement with Driving Service and that no fee is charged and no expenses paid.

    6. Provide two references - one written and one verbal.

May 1984.

PETERBOROUGH INFORMATION CENTRE & VOLUNTEER BUREAU
281 King Street, Peterborough, Ontario, K9J 2S4, (705) 743-2523
COMMUNITY SERVICE ORDERS 743-6376 Funded by Ontario Ministry of Corrections

June 26, 1985

Dear

At this time the importance of car insurance while being a volunteer driver has been brought to our attention.

It is most important that you notify your insurance company of your volunteer involvement with the Driving Service.

Please complete the enclosed form and send to your Insurance Company, informing them that you are an occasional driver, and receive no fee or expenses.

It is necessary for you to have $500,000 liability coverage, but it is strongly recommended that you carry $1,000,000.

The Volunteer Bureau Driving Service is very appreciative of the work our drivers do for clients.

If there are any questions regarding insurance, please do not hesitate to call me.

Sincerely,

Fran Edwards
Co-ordinator
Peterborough Volunteer Bureau

encl.

Funded by the City of Peterborough, the Province of Ontario & the United Way of Peterborough & District

Date:

TO WHOM IT MAY CONCERN:

I hereby advise you that I am planning to provide my services, with my vehicle, as an occasional driver for the Driving Service, Peterborough Information Centre and Volunteer Bureau.

No fee is charged for this service and no expenses are paid.

If this is going to effect my coverage in any way, please notify me immediately.

SIGNED: _____

PLEASE PRINT:

Name of Insured .....

Name of Insurer .....

Policy No.....Date of Expiry .....

Street Address .....

City.....

Postal Code .....

May/85

DRIVING SERVICE APPLICATION

Please complete and return to Fran Edwards, Co-ordinator.

Name (Mr. Mrs. Miss) _____

Home Address _____

Telephone Number: Home _____ Business _____

Age: Under 30 _____ 30-45 _____ 45-60 _____ Over 60 _____

Medical Limitations: Yes _____ If yes, please explain _____

No _____ _____

Type of Vehicle _____ Licence number _____
(2 or 4 door)

My Driver's Licence number is _____

Do you have a valid licence? _____

Have you accumulated any demerit points? _____

What amount of Liability Insurance do you have? _____
(It is necessary that you have $500,000 Liability Insurance to be a volunteer driver. It is strongly recommended that you have $1,000,000.)

Name of Insurance Company _____

Policy Number _____ Expiry Date _____

I will disclose to my Insurer the nature of my volunteer driving.

One Written Reference is required. Please have referee fill out attached form.

_____ _____
Name Address

One Verbal Reference

_____ _____
Name Telephone Number

Date: _____ Signed: _____

Number of patients willing to take at one time _____

Times Available: Morning Afternoon

Monday

Tuesday

Wednesday

Thursday

Friday

After reading the Eligibility Criteria for patients and the job description of Volunteer Drivers, you should have a reasonably clear picture of the Volunteer Driving Service. When you become involved with the Driving Service, your name is recorded in our card files. In advance you will be contacted by the co-ordinator to see if you are available.

The Driver picks up the client 15 to 20 minutes before the appointment, transports the client to the appointment, and then takes the client back home when the appointment is finished.

If you decide to become involved, please complete the Driving Service application and return to the Co-ordinator. The written referral should also be completed and returned separately.

ASSISTANCE FOR THE ACQUISITION OF VEHICLES FOR THE TRANSPORTATION OF THE HANDICAPPED IN SMALL URBAN OR RURAL COMMUNITIES

TERMS AND CONDITIONS OF A FEDERAL CONTRIBUTION

ELIGIBILITY CRITERIA

GUIDELINES FOR SELECTION

Please address enquiries and applications to:

André Pageot, Director General,
Surface Policy, Planning and Urban Programmes,
Transport Canada,
Place de Ville, Tower C,
Ottawa, Ontario.
K1A ON5

Telephone: (613) 996-4180

Assistance for the acquisition of vehicles for the transportation of the handicapped in small urban or rural communities.

Terms and Conditions of a Federal Contribution

1. Recipients will be provinces, municipal corporations or community organizations duly authorized to operate a transportation service for the disabled in a specified locality usually a small urban or rural community.

2. The Director General, Surface Policy, Canadian Surface Transportation Administration, Transport Canada is delegated to carry out on behalf of the Minister of Transport all actions of Canada referred to in the terms and conditions. The Director General has full authority to sign contribution arrangements for projects approved by the Minister and to approve payments.

3. Transport Canada will review applications to ensure they meet the eligibility criteria (Schedule 1) and recommend projects to the Minister for final approval. Projects will be measured according to the Guidelines for Selection. (Schedule 2).

4. The supporting material required by an applicant can be found in Schedules 1 and 2.

5. The maximum amount for any recipient is 80% of the purchase price of a vehicle properly equipped for the transportation of the handicapped.

6. Recipients will be asked to provide an evaluation of the use of the contribution as a condition of payment. The information to be reported will cover such matters as number of passengers, number of trip miles, operating costs, unit costs etc.

7. Transport Canada may make an advance payment to each recipient of an amount required to secure the purchase order for the vehicle selected. A second payment will be made upon receipt of an invoice. A final payment will be made upon receipt of the final statement of account, less 5% which will be put into holdback until all the conditions of the agreement are met. (eg. evaluation report and possible audit)

8. The recipient will be expected to submit a full financial accounting and Transport Canada reserves the right to audit the amount of all claims and payments and the accounts and records of the recipients relating thereto.

9. Payments with the exception of holdbacks, will be made only in the years 1984-85 and 1985-86 and the terms and conditions will apply for a further two years in order that all of the terms and conditions are met particularly with respect to evaluation and audit.

10. Provision shall be made to acknowledge that the project is financed by a contribution from the Government of Canada.

11. Where appropriate signs in both official languages shall be placed in prominent locations such as project offices and vehicles indicating the extent of financial involvement of each of the participants.

12. Any public announcement and any official opening ceremony, where planned, shall be arranged jointly by the recipient and the Minister of Transport.

ASSISTANCE FOR VEHICLE ACQUISITION IN SMALL URBAN OR RURAL COMMUNITIES

Eligibility/Criteria

E.1 An applicant should be a corporate entity so as to limit the legal liability of any individuals. The applicant could therefore be a province, a municipality, a municipal corporation, a community group or a private company.

E.2 The applicant is required to submit a formal proposal outlining its objectives and addressing the subjects covered in the guidelines for selection which follow.

E.3 The applicant should be able to show by way of a financial statement or budget the ability to operate the project on a continuing basis. Such a statement would therefore need to show both revenues and expenditures.

E.4 The applicant should be able to sign a project contribution arrangement (contract) outlining the Terms and Conditions of a financial contribution including the production of an accounting of the monies received.

E.5 The applicant should be able to show that they are or will be authorized to operate a transportation service for the disabled in their locality.

Guidelines for Selection

Proposals will be assessed and selected on the degree to which they meet the following guidelines:

S.1 The proposal is restricted to requests for financial assistance for up to 80% of the cost of purchasing a vehicle properly equipped for the transportation of the handicapped. (Requests for aid for operating costs will not be considered).

S.2 The proposal should outline the extent of the need for such a service by showing the number of potential users and the existing services to meet their needs.

S.3 The proposal should show whether it covers a new service or an addition to an existing service. In the second case, a description of the existing service and the proposed addition must be provided.

S.4 The nature and extent of community involvement by way of volunteer organizations.

S.5 The nature and extent of municipal or provincial support.

S.6 The sources of support for operating costs.

S.7 The cost of service to the individual passenger.

S.8 What new employment (full or part time) will be created.

S.9 Any innovative service features.

S.10 Who will have ownership of the vehicle.

S.11 What type(s) of insurance on the vehicle and passengers is planned.

SPECIALISED TRANSPORTATION SERVICES
IN
SELECTED AMERICAN CITIES

CITY	POPULATION	GUIDING PRINCIPLES			ACCESSIBILITY				COST TO CLIENT
		INTEGRATED	MIXED	SPECIALISED	RAPID TRANSIT	BUS	VAN	TAXI	
ATLANTA	426,000			X	X		X		$1.00
BALTIMORE	764,000		X		X	X	X	X	75¢/50 ¢
BART (Bay Area Rapid Transit)	2,500,000	X			X				10% of normal fare
CHAMPAIGN-URBANA (1980)	58,133	X		X		X		X	50¢
CHICAGO	2,992,000			X			X		$1.00
DALLAS	1,000,000		X			X	X	X	$1.00
DENVER	1,780,000		X			X	X		N/A
HOUSTON	1,234,000			X			X	X	$1.00
LOS ANGELES	3,097,000	X			X	X			N/A
MINNEAPOLIS	358,000			X			X	X	60¢/75¢
NEW YORK	7,165,000		LIMITED						1/2 normal fare
OMAHA	334,000			X			X		$1.00
PHOENIX	853,000		X			X	X	X	varies
PHILADELPHIA	3,100,000		X			X	X		N/A
PITTSBURGH	520,000			X		LIMITED	X		varies
PORTLAND	366,000			X		X	X	X	25¢ per ride - $6.00 mthly.pass
SACREMENTO	304,000	LIMITED			PROPOSED	X			30¢/45¢/ 75¢
SEATTLE	488,000		X			X	X	X	20¢
SAN DIEGO	697,000		X		X	X			40¢
ST. LOUIS	429,000		LIMITED	X		LIMITED	X		75¢
WASHINGTON	623,000	X				X	X		N/A

APPENDIX H

AMERICAN CITIES

ATLANTA/GEORGIA

The Metropolitan Atlanta Rapid Transit Authority operates a Lift-Van service for disabled persons. This service has a fleet of 20 vans. The goal of this service is to improve the mobility level of disabled persons in the community. The charge for the service is $1.00, and an attendant can ride free on the service.

The Authority also operates a service designed for senior citizens. The service operates in areas with a high density of seniors and operates between the hours of 9:00 a.m. and 3:00 p.m.. The operating procedures for the service are as follows:

1. A minimum of 30 passengers per trip. Two or more groups may combine to make a trip.

2. At least six trips must be taken per year. At least four shopping trips must be made before recreational trips can be taken in lieu of shopping trips.

3. Schedule for trips must remain consistent on a monthly basis. Request for changes in shopping schedules must be made to the Authority in writing, at least two (2) weeks in advance.

4. The fare is 60¢ each way. No transfers, half-fare cards, tokens or transcards will be issued or accepted.

BALTIMORE/MARYLAND

Baltimore's Metro Transportation System is a mixed transportation system.

In the rapid transit system there are many features which makes it very usable. Elevators are located at station entrances to carry elderly and disabled persons to the Mezzanine level. Another elevator carries passengers to the platform level. Raised lettering and walking guard strips are provided for the visually impaired. Assistive telephones are located in the stations, in the elevators and in the accessible washrooms for patrons. Seating by the door is reserved for elderly and disabled persons, and immediately inside each coach door there is space for wheelchair passengers.

For those who cannot use a regular bus, there is a Call-A-Lift service available. Patrons can request a lift-equipped bus be used on any regular route in the system at the times when the passenger will be travelling. A standing order can be requested for this service, however, patrons need to reconfirm their order once a week.

For those who cannot use either the Metro or Call-A-Lift Bus, there is a Mobility Service available. This service functions much like a specialized transportation service does. To gain access to the service, a physician's statement is necessary. From the application form, it would seem, that this service is primarily for those with evident mobility difficulties, and not for those with other forms of disabilities.

The cost for elderly or disabled persons using the metro or Call-A-Lift Bus is 50¢ and to use the Mobility Service is 75¢. The standard fare for regular transit users is 75¢ increasing with the distance travelled.

BART/CALIFORNIA

BAY AREA RAPID TRANSIT

The BART System is very accessible to the disabled. All the cars in the system are accessible to the disabled. Announcements of stops are made over an intercom system and there is an additional communications system which riders can talk directly to the driver.

All stations are equipped with escalators and elevators which have been marked with the universal handicap symbol and also have braille symbols for the blind. Stations entries, ticket machines, parking lots, telephones, restrooms and stairways have been designed with the disabled in mind.

BART'S red discount ticket for disabled persons allows disabled users to ride the system for 10% of the regular cost. Disabled individuals can purchase a ticket good for $12.00 of rides, for only $1.20.

CHAMPAIGN-URBANA/ILLINOIS

The Champaign-Urbana Mass Transit District has a total fleet of 50 buses and all are equipped with wheelchair lifts. In addition to the wheelchair lifts, the buses

kneel for other passengers who would have trouble boarding the bus because of the high first step. The cost to the client is 50¢ per ride, but riders can substantially reduce the fare by purchasing 12 tokens for $2.00.

For those seniors and disabled persons who cannot use the bus, a half-fare cab subsidies is available to those who have a Champaign-Urbana Mass Transit photo-identification card. If you are a senior citizen, you can obtain this card at the downtown Champaign Senior Citizen Centre or from the business office of the Transit Authority. However, if you are disabled, you have to contact the University of Illinois Rehabilitation Education Centre and make an appointment to have them certify that you are handicapped before you can purchase your identification card for $2.00.

CHICAGO/ILLINOIS

The Chicago Transit Authority has a specialized transportation service for the disabled. The Authority's trains and buses are not accessible to the disabled. Up until 1984, the Transit Authority operated a fleet of 40 accessible vans which they used to transport mobility-disadvantaged individuals. However, this service was turned over to 4 private carriers, who receive a user subsidy at $12.00 per trip, in addition to the $1.00 fare they receive from the consumer.

The eligibility used in the Chicago system is as follows:

1. Cannot walk 600 feet.
2. Cannot climb 3 steps.
3. Cannot stand for 20 minutes in normal weather.

The fare for the system is $1.00, which is the standard fare for everyone.

DALLAS/TEXAS

Dallas Transit System sponsors a Handi-Ride user-side subsidy program. The program began operation in April 1982. Eligibile riders can arrange transportation with any of the four authorized taxi companies and two van companies. The rider is required to pay a one dollar fee in addition to a personalized voucher. Riders

receive a monthly allotment of vouchers to use each month. Over 5300 persons are certified to use the Handi-Ride Program and monthly ridership exceeds 22,000 passengers.

Dallas has a total bus fleet of 720 buses of which 85 buses or 11% are accessible. Of the 80 bus routes, 23 routes or 29% provide accessible service. Dallas uses an on-call approach to schedule accessible buses on a specific bus route, and if possible, a bus schedule is drawn up to have a wheelchair lift bus put in service to accommodate the passenger's trip.

DENVER/COLORADO

The Denver Regional Transportation District operates 21 small lift-equipped vehicles. There are no plans to expand the paratransit service and due to strong local advocacy of disabled riders, accessible buses are the preferred alternative for serving the transportation needs of the disabled.

The District's Board of Directors has adopted an area-wide policy of having 50% of all peak hour and 100% off-peak local service accessible, plus one accessible express trip each peak from all park and ride locations. Accessible buses are assigned to specific routes serving both urban and suburban areas.

The system operates 762 buses of which 439 or 58% are accessible. The Transportation District operates 146 bus routes; of which 128 offer accessible service.

HOUSTON/TEXAS

Houston's Metropolitan Transit Authority provides disabled citizens with a specialized transportation. The Authority has contracted with private carriers to provide this service. The fleet consists of 59 vans which 47 are wheelchair-accessible and between 250 and 300 taxis are participating in the user-side subsidy program. The system runs from 6:00 a.m. to 11:00 p.m., Monday to Friday; 8:00 a.m. to 12:00 a.m. on Saturdays and from 8:00 a.m. to 10:00 p.m. on Sundays. The taxis are available 24 hours a day. The system is fully computerized and centralized. Advance notice to use the vans can range from 1 to 6 days.

The eligibility criteria which must be met to use the system is the consumer must have a functional disability related to mobility and this must be certified by a physician.

The fare for the service is $1.00.

LOS ANGELES/CALIFORNIA

The Southern California Rapid Transit District has been moving toward a total accessible system. The Transit District's active fleet includes 2,446 buses of which 1,691 or 69% are accessible. Of the 245 bus routes, 180 or 73% provide accessible service. Accessible buses are assigned to provide 100% accessibility during the off-peak period and 50% accessibility during peak service hours.

This System is committed to full accessibility and is taking action to further tailor service to meet the needs of the disabled population through a special elderly and disabled study.

MINNEAPOLIS - ST. PAUL/MINNESOTA

The Regional Transit Board operates their disabled program on a contractual basis. The service includes 57 vans and mini buses and 25 taxis at any one time. The service is semi-computerized and runs from 6:00 a.m. to 11:00 p.m. on weekdays and from 8:00 a.m. to 11:00 p.m. on Sundays and Holidays. One day's ride notice is required. Minneapolis' demand-response service provides 45,197 trips per month at a cost of $11.15 per trip. The system's annual budget is $6,045,300. The consumer's fare for the service is 60¢ for the off-peak and 75¢ for peak hours, with a 15¢ charge for transfers.

The eligibility criteria for the system is that the rider is functionally impaired with regards to mobility and requires a physician's signature to confirm this.

NEW YORK/NEW YORK

The Metropolitan Transportation Authority used to have around 500 buses which were equipped with wheelchair lifts. However, because of budgetary restraints, in

the middle 1970s, the wheelchair lifts were not repaired when they broke down and thus the Transportation Authority does not advertise itself as being accessible anymore.

The Authority will issue a 1/2 price certificate to seniors and disabled persons to ride the subway, buses, and express buses during off hours, but there are no special provisions made for these passengers.

The fare is 1/2 the normal fare of regular transit users.

OMAHA/NEBRASKA

Omaha's Metro Area Transit runs a specialized service for disabled persons. This service appears to be somewhat limited with the drivers providing only limited service to and from the bus. The eligibility criteria used in the system is as follows:

1. Persons confined to a wheelchair (except those individuals whose body position in the wheelchair must exceed a 45 degree angle from the vertical back position).

2. Persons dependent on crutches, braces or any other ambulatory assistance device for mobility.

3. Persons having mobility limitations that preclude them from using regular MAT buses. These individuals must submit a statement from a medical physician licensed in the State of Nebraska attesting to the applicant's limitations.

Of particular interest is the definition of transportation handicap that the Transit Area uses:

> "A transportation handicap is any incapacity or disability which prevents an individual from using transportation facilities and services as effective as persons not so affected. An individual will be considered transportation handicapped, and eligible to receive all present and future benefits, if he/she meets one of the below-stated criteria, and obtains a physician's certification that the disability relates to the below-stated criteria and will last for more than twelve (12) months. An individual who meets one

of the below-stated criteria, received proper certification, and has a disability lasting at least three (3) months but no more than twelve (12) months may apply for a card designating the individual as "temporarily handicapped."

1. The person possesses a Medicare Card and is under 65 years of age.

2. The person has any condition requiring the use of walkers, crutches, leg or foot braces, or other such devices to aid in mobility.

3. The person has one or more missing limbs or critical parts thereof: use of prosthetic devices.

4. The person is legally blind. Those persons whose vision in the better eye after best correction is 20/200 or less; and those persons whose visual field is contracted (commonly known as tunnel vision).

   or,

   The person has a severe hearing impairment. Deafness or hearing incapacity that may make an individual insecure in public areas because the individual is unable to communicate or hear warning signals, including only those persons whose hearing loss is 90dba or greater in the 500, 1000, 2000 Hz. ranges.

5. The person has a cardiovascular or respiratory condition which significantly interferes with coordination, endurance, or strength.

6. The person has neurological conditions which significantly interfere with coordination, strength or endurance such as polio, cerebral palsy, multiple sclerosis or paralysis.

7. The person has a musculo-skeletal condition which significantly impairs motor skills, such as muscular dystrophy, severe rheumatism or severe arthritis affecting two or more limbs. American Rheumatism Association criteria may be used as a guideline for the determination of arthritic handicap. Therapeutic Grade 11 or worse and Functional Class 111 or worse and Anatomical handicap.

8. The person has a disabling condition which results in a reduced capacity to perform actions necessary for use of transportation without receiving special training.

9. Needs Dialysis treatment (must use kidney machine).

10. The person has epilepsy. Clinical disorder involving impairment of consciousness, characterized by major motor seizures (grand mal or psychomotor) substantiated by EEG, occurring more frequently than once a month in spite of prescribed treatment. With:

    (a) Diurnal episodes or,

    (b) Nocturnal epsiodes which show residuals interfering with activity during the day.

11. The person has a temporary disability (lasting at least three months but no more than 12 months).

PHOENIX/ARIZONA

Public transit for senior citizens and disabled persons is provided through a mixed system. General public transportation in the city is provided by two private companies with the city owning a number of buses that the private contractors operate. Of the 347 buses in the system, 40 are equipped with lifts.

The city has been experimenting with a taxi-service for the mobility impaired who need transportation to work. The project started with 26 individuals participating. The taxi companies received a 50% subsidy for every ride they provide to the 26 participants. It was determined that the 50% subsidy was too low, thus, the subsidy was increased to 75%. Of the original 26 persons involved in the pilot project, 19 have now transferred to other transportation services. It is felt that this program has contributed to the smooth transition of many of the participants to the labour world. It must be noted, however, that 92% of the participants were in wheelchairs and none of the taxis were accessible.

Reserved Ride is another service that the City of Phoenix provides to seniors and disabled person. Rides have to be booked 48 hours in advance and it would appear that the City is encouraging those groups to use the service on weekends. This service is in operation from 8:00 a.m. to 3:00 p.m., and travel outside of the

zone which the consumer lives in will cost more than the regular fare. The only exceptions to this rule are trips to social service agencies and doctors' appointments.

PHILADELPHIA/PENNSYLVANIA

The South Eastern Pennsylvania Transportation Authority operates a paratransit program as their primary transportation service for the disabled. A total of 13,871 passenger trips are provided monthly. The annual budget for paratransit services exceeds $4 million.

The Authority operates a fleet of 1499 buses of which 448 (30%) are equipped with wheelchair lifts. Forty-eight of the total 110 bus routes are accessible with a level of accessibility ranging from 50% to 100%.

PITTSBURGH/PENNSYLVANIA

The Port Authority of Allegheny County operates specialized services for disabled persons and senior citizens. The Transit Authority operates a service called ACCESS which is a co-ordinated, shared-ride paratransit system which has been providing door-to-door advanced reservation transportation for elderly and disabled persons in the Pittsburgh region since 1979. While all persons may use ACCESS, a special 90% discount is available to the following persons:

1. Handicapped persons who are certified as unable to board regular fixed-route Port Authority buses - (9,029 persons have been certified as of 6/30/86).

2. Persons age 65 or over who have registered with the Pennsylvania Department of Transportation, (46,385 persons have registered as of 6/30/86).

The service runs seven days a week from 6:00 a.m. to 12:00 midnight and there are no restrictions on trip purpose. A minimum two-hour advance reservation is required, however, to be assured of a ride, a longer time fare might be required. The following are statistics related to the ACCESS system:

Annual Ridership:

	1986
Trips by individuals	
PAT Subsidized Trips	192,422
65+ Trips by Individuals	557,113
Unsubsidized Trips	26
Agency Sponsored Trips	
AS/AAA Sponsored Trips	$ 201,180
DFP Sponsored Trips	66,828
Other Agency Sponsored Trips	54,752
Total Revenue Passenger Trips	$ 1,072,321
Escorts (Non-Revenue)	194,304
Total Passenger Trips	$ 1,266,625

Operating Statistics:

	1986
. Vehicle Hours	602,700
. Vehicle Miles	5,473,600
. Average Trip Length	5.1 miles

Expenses:

	1986
Transportation	$ 9,920,828
Brokerage Administration	891,755
Total Expenses	$10,812,583

Revenue

	1986
Farebox	$ 758,363
Agency	1,189,209
PaDot 203 Program	6,204,620
PAT Subsidy	2,660,391
	$10,812,583

Senior Citizens can travel on the Transit Authority's regular buses for free in off-peak hours and disabled individuals who can use regular buses, receive a fare discount of at least 50% if they ride in off-peak hours.

To obtain these benefits, a disabled person must have a form completed by a physician or an authorized representative of a participating Social Service Agency.

PORTLAND/OREGON

Portland has a specialized transportation system for disabled individuals. The service is coordinated by the Tri-County Metropolitan Transportation District of Oregon, and provided by three major transportation carriers: Special Mobility Services, Broadway Transportation Company, and Willamette Falls Ambulance Company, with supplement service provided by taxis. The following are the eligibility criteria used by the Transportation District:

1. Unable to get on or off a regular public transit bus because of severe and continuing pain. This does not include occasional discomfort or the inconvenience of being too far from a bus stop.

2. Unable to walk from home to the nearest bus stop because of physical or mental disability.

3. Unable to wait standing for more than ten minutes.

4. Unable to move in crowds.

5. Unable to read information signs. This does not include foreign language problems.

6. Unable to grasp coins, tickets or handles.

7. Unable to understand and follow transit directions.

8. Unable to use a regular public transit bus in the performance of life-sustaining activities.

The fare is 25¢ per ride after obtaining a pass card for $6.00. Seniors also can obtain this card, however, they can only use it at off-peak hours on regular transit. The following are statistics related to the disabled service for the system for June, 1986.

		JUNE
System Total Rides		32,265
Rides per day		1,536
--SMS	932	
--Broadway Trans.	345	
--Willamette Falls	193	
--Volunteer Program	40	
--Subcontractors	27	
Average turndowns/day		10
Rides per hour		3.19
Miles per ride		4.23
Cost per ride		$ 6.21
Cost per mile		$ 1.38
Cost per hour		$ 18.66

SACREMENTO/CALIFORNIA

Sacremento began to use 23 lift-equipment buses on 6 routes in 1982. However, because of the flaw in the design of the lift mechanism, these buses had to be withdrawn from the accessible service. They are now used in regular service with the lift in the stowed position. In September 1985, the Regional Transit system acquired 27 new lift-buses to replace the defective ones.

Sacremento Regional Transit also provides monthly bus passes to trainers and trainees in programs that provide mobility skills training to the disabled. The system currently provides 25 trainer passes to 4 local agencies, who together, train approximately 70 people per month.

The system maintains a strong liaison with Sacremento's disabled community. Regional Transit representatives attend and participate in meetings of the Sacremento County Handicapped Advisory Committee, including the Committee's Transportation Sub-committee, as well as maintaining a liaison with providers of services to the disabled within the community.

The following is a breakdown of the service that is provided:

Number of Routes:	6
Span of Service:	5:45 a.m.-10:06 p.m.
Service Frequency:	60 minutes
Vehicle Service Miles:	
Total	3,934 miles
As percent of System Total	14.7%
Number of Lift-Assisted Boardings:	210 (average/month)

Sacremento Rapid Transit will begin to operate a light rail transit service in early 1987, and it is stated that service will be fully accessible.

The fare structure for the system is as follows:

	Peak	Off-Peak	All Day Pass	Monthly Pass
	$	$	$	$
Basic Fare	.75	.60	1.50	30.00
Seniors; Disabled	.45	.30	.75	12.00opk
Students	.75	.60	1.50	20.00

SEATTLE/WASHINGTON

The Municipality of Metropolitan Seattle is in the midst of trying to achieve a totally integrated system.

As of this year, the City will have nearly 800 lift-equipped buses servicing 88 routes in the system. The Municipality also provides a 50% subsidy on taxis through a user-side subsidy, and also provides the same 50% subsidy on three van transportation companies.

The following is a list of projects which the City conducted to remove transportation barriers for seniors and disabled persons.

Financial

- Maintained Reduced Fare
- 50% taxi scrip subsidy

Physical

- Courtesy Seating on all buses
- Stanchions on all buses
- Over 50% of fleet equipped with wheelchair lifts
- All Park-and-Ride lots accessible with handicapped parking area
- 90% of all zones accessible
- 1127 bus shelters installed

Psychological

- Driver sensitivity training
- On-street assistance by service supervisors (including wheelchair lift back-up as needed)
- TTY phone information for hearing impaired people
- 73% of all attempted information calls answered
- Over 150 Outreach programs held
- Passes sold at over 300 sales outlets

The price to the rider is 20¢ with a pass, however, the pass is geared to income and average to moderate income earners. Those earning $21,000 per family of three will not qualify for the pass.

In addition to the Municipal Seattle System, there is a regional reduced fare permit for elderly and disabled persons covering ten different systems. The eligibility criteria that has to be met to be able to take advantage of the system are the following:

1. Is 65 years of age or older.

2. Is currently eligible for Social Security Disability Benefits or currently receives Supplemental Security Income Benefits.

3. Is currently certified by the Veterans' Administration at a 40 percent or greater disability level.

4. Has a valid medicare card issued by the Social Security Administration.

5. Has obvious physical impairment(s) meeting one or more of the medical criteria listed; for example, a person who is a multiple amputee.

6. Is certified by a physician licensed by the State of Washington as meeting one or more of the medical criteria listed.

The fare for the system is $1.00.

SAN DIEGO/CALIFORNIA

Of the 29 bus routes in San Diego, 19 are serviced by lift-equipped buses. San Diego presently has 110 lift-equipped buses and all 30 light rail vehicles are equipped with lifts. However, 10 of the lifts on the light rail vehicles have failed since the manufacturer has gone out of business, the light rail system is no longer totally accessible. The system reports that replacement lifts are part of the capital program.

For San Diego transit the accessible service fare is one-half the base fare, or 40¢ per ride. There are no restrictions for trip purposes or hours of travel, only hat a disabled identification card be shown on boarding. Eligibility for the I.D. is a certification of transportation disability by a physician.

ST. LOUIS/MISSOURI

The Bi-State Transit Company offers a dual service to senior citizens and the disabled. They can ride the regular buses for half the fare at any time during normal hours. For those who are disabled and require more service, the company will provide a lift van. To be eligible for this service, the disabled person must

have a physician's certificate and meet the following criteria:

> "A handicapped person, as defined in the Urban Mass Transportation Act of 1964, is "an individual who by reason of illness, injury, age, congenital malfunction, or any permanent or temporary incapacity or disability, including any person who is wheelchair-bound or has semi-ambulatory capabilities, is unable without special planning or design to utilize mass transportation facilities and services effectively as persons who are not so affected." This definition does not preclude any handicapped individual from consideration."

The fare is 75¢ per ride which is half the regular fare, plus there is a 40¢ transfer charge in certain circumstances.

WASHINGTON/D.C.

The Washington Metropolitan Area Transit Authority is the regional transit operator providing services on a region-wide basis which includes Metrobus and Metrorail services. The Metrorail service is barrier free in regards to vehicles, services, and fixed facilities. The Metrorail system operates over 60 miles stopping at 60 stations. The Authority began operating accessible bus service in 1979 to comply with Federal Section 504 regulations and initiated an On-Call bus service program during September 1982. The Authority's Board of Directors adopted a long range policy and program for providing transportation services to disabled persons in January 1986. The policy states:

1. The objective of the Authority will be to equip 50% of the active bus fleet with lifts;

2. Fifty percent of the total number of buses in each procurement will be lift-equipped;

3. The On-Call Program will be retained and expanded as necessary to meet demand.

The Transit System's fleet includes 1582 buses of which 282 or 18% are accessible. Of their 158 bus routes, 9 routes or 6% provide accessible service. These routes provide access to an additional 30 routes.

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